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ABSTRACT

In attempting to address the problems that are embraced by the term "corrections education," the study identifies three areas of inquiry: client education, staff education, and community education. Focusing on State funded corrections education programs in Oregon, data for the study were collected in 1973. Existing programs are reviewed highlighting those areas in need of change, current research applications, educational goals, and program recommendations are examined in the following areas of concern: (1) client education, (2) adult basic education, (3) vocational/paraprofessional education, (4) college education, (5) education release, (6) staff education, and (7) community education. It is concluded that solutions to society's crime problems lie in the area of "societal restructurings" rather than with behavior modification of individuals in correctional institutions. The study's lengthy and detailed recommendations include modifying existing programs and developing new programs to provide for a higher quality of education for corrections staff and the community at large and improved education and training opportunities for corrections clientele. (Author/MW)

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STATE OF OREGON
1859

A CONSULTANT REPORT
FOR THE
EDUCATIONAL COORDINATING COUNCIL

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CORRECTIONS EDUCATION
IN OREGON:
A WAY TO PROCEED

A REPORT TO THE
STATE CORRECTIONS
EDUCATION COMMISSION

June, 1974

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CORRECTIONS EDUCATION
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A REPORT TO THE
STATE CORRECTIONS
EDUCATION COMMISSION

BY

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A special note of gratitude goes to my administrative assistant, Pat Pagel, for her commitment of time and effort spent on research and the typing of this document.

To the inmates of the Oregon State Penitentiary, the Oregon State Correctional Institution, and the Oregon Women's Correctional Center, my sincere thanks and hope that this document will be of some value.

Lawrence D. Salmony
Salem, Oregon
June, 1974

PREFACE

This study primarily addresses the education needs of the incarcerated client within Oregon's corrections system. Sufficient resources were not available to provide for separate examination of the needs of the parole and probation populations. It is, however, reasonable to expect that such examinations would identify education needs similar to those of the incarcerated client.

Data for this study were collected during the period September 1 - December 30, 1973. It should be recognized that some changes in the status of Oregon's corrections education programs have occurred since that time.

Also, primary focus was placed on the corrections education programs that utilize state resources, as those utilizing significant federal-dollar support are felt to be too tenuous in nature to allow for effective planning.

Special attention should be called to the fact that this study concentrated upon those aspects of corrections education programs that were thought to be in need of change due to contemporary corrections philosophy. This means that no attempt has been made to highlight the strengths of Oregon's corrections education programs, which are many. Indeed, in many respects, Oregon's corrections education program is recognized as among the leading programs in the nation.

This report is singular in that it has a peculiar parentage. On January 18, 1973, the Administrator of the Corrections Division, Amos Reed, made a request of the Educational Coordinating Council for assistance in improving corrections education programming. In the spring of 1973, the State Corrections Education Commission was established by action of the 1973 legislative session. Some months following, the Educational Coordinating Council received a grant from the State's Law Enforcement Council to support this Commission's activities.

The Commission prepared a report in February of 1974 which was submitted to the Corrections Division, and subsequently requested assistance from the Educational Coordinating Council to provide staff support for completion of the Commission's work. This document represents the culmination of that work.

The contents of this report are the work of the staff of the Corrections Education Commission. The content and conclusions in this report are the responsibility of the Study Director.

Lawrence D. Salmony
Study Director

Salem, Oregon

June, 1974

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INTRODUCTION

...not to find out new principles, or new arguments never before thought of, not merely to say things which had never been said before; but to place before mankind the common sense of the subject.

Thomas Jefferson

DESCRIPTION OF THE GRANT

In October of 1973 the Educational Coordinating Council received approval of their application to the Oregon Law Enforcement Council for funding of a Corrections Education Program Development Study. This grant was submitted at the request of Oregon's Corrections Division. The original objectives of this grant were four-fold:

> To assist the State Corrections Education Commission in meeting its legislated responsibilities.
>
> To establish and maintain continuing communication among the various educational projects on-going within the Corrections Division.
>
> To assist in the development of a program to integrate the activities of new educational projects into existing programs.
>
> To provide evaluations of related corrections education programs in other states.

As originally conceived, this grant would have provided resources to assist in the coordination of corrections education activities anticipated to take place in four areas:

> The State Corrections Education Commission Study
>
> The Portland IMPACT Program
>
> A telecommunications related project funded through Title I monies administered by the Educational Coordinating Council.
>
> An apprenticeship training program funded with L.E.A.A. regional discretionary monies.

However, work in the third and fourth areas was not initiated and final approval of the IMPACT program was not forthcoming until April of 1974. As a result of this situation, the grant activities focused upon providing support for the State Corrections Education Commission study. This document is the result of that work.

THE CORRECTIONS EDUCATION COMMISSION

The State Corrections Education Commission was created by the Oregon Legislature in 1973 as a one-year study commission to provide for an in-depth examination of Oregon's corrections education programs. Senate Bill 867 mandates that the Commission:

1. Provide for assessment of the academic, vocational, employment and related counseling needs of persons committed to the jurisdiction of the Corrections Division.
2. Provide for assessment of the educational needs of persons employed by the Corrections Division.
3. Recommend policies and programs to the Corrections Division involving the needs assessed pursuant to subsections 1. and 2. of this section.
4. Prepare a report to be presented to the Corrections Division, including but not limited to:
    a. An independent evaluation of existing programs operated by the Corrections Division.
    b. The identification and examination of possible new programming.
    c. Recommendations for the administration and operation of educational programs for persons committed to the jurisdiction of the Corrections Division.
    d. Any additional information that the commission deems necessary or beneficial.
5. In cooperation with the Corrections Division, the commission is directed to submit to the 1974 special session a report covering but not limited to:
    a. The educational programs to be established and operated by or contracted by the Corrections Division.
    b. The administrative arrangements necessary to maximize educational opportunities for persons committed to the jurisdiction of the Corrections Division.

The seven Commission members were appointed by the State Board of Education in September of 1973:

D.H. Dils, Chairman	Lloyd M. Hill Company
Tom Scanlon, Vice Chairman	AFL-CIO
Robert Davis	Governor's Office
Amo DeBernardis	Portland Community College
Darrell Johnson	Division of Continuing Education
Donald McCauley	North Pacific Dental and Medical School
Amos Reed	Corrections Division

Dan Dunham was appointed Executive Secretary of the Commission and Larry Salmony was retained as Study Director.

The Commission met monthly prior to their January 28, 1974 meeting at which, with six members present, a set of recommendations to be presented to the 1974 Special Legislative Session were approved. These recommendations were presented both to the Interim Education Committee and a subcommittee of the Ways and Means Committee. Related legislation was offered before the Rules Committee by the chairman of the House Education Committee, Representative Perry, during the week prior to the 1974 Special Legislative session. The Rules Committee failed to approve consideration of the bill during that Special Session.

The Commission is legislated to continue its work until September of 1974.

CORRECTIONS EDUCATION - A LOOK AT THE PAST

Throughout history, man has struggled with the problem of developing an adequate response to acts of deviancy within his society, however that deviancy may be defined. For purposes of examination, acts of deviancy may be separated into two categories: one, criminal acts; the other, civil grievances. Criminal acts are here defined generally to be those that can be seen to threaten the entire community and are in a sense of "public" concern and will usually result in punishment, while civil grievances are to be seen as those acts that are more "private" in nature requiring societal assistance in the disposition of a problem between individuals, usually involving a compensation of some type in response to the grievance. In either case, a set of laws, whether written or established by custom as in the case of primitive societies, served as the basis from which to determine the proper societal response to a specific offense.

In primitive societies the principal "public" crimes were violations of taboos, treason, and cowardice - each seen as presenting a threat to the stability and security of the tribe. The responses were quick and severe: execution or exile, with corporeal punishment being substituted for capital punishment in some instances when the offense involved only cowardice. No systems were developed to address the correlation to "private" or personal crimes as defined in primitive societies - murder, theft, adultery - and thus the dispensation of a response for such offenses was left to the family of the aggrieved party. In both types of offense, responses to the deviant behavior were seated in the established religious beliefs of the tribe.[1]

As societies became larger and more complex, the manner in which deviancy was addressed became more formalized, codes of laws were committed to paper, and the number of offenses that would result in a societal response increased. For centuries, the religious dictum of "an eye for an eye and a tooth for a tooth" or differently stated "lex talionis," the law of retaliation, prevailed. This led, however, to interminable feuding among families and clans as retaliation was met by retaliation. The system did not provide for a concluding point in the dispute over a "private" offense that would allow both sides to feel adequately compensated. What logically followed was the development of a set of rules to determine adequate compensation for the offense committed. Emerton, in his Introduction to the Middle Ages identifies the development of this process among early Germanic peoples:

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[1] Barnes, Harry Elmer, The Story of Punishment, 1972, pp. 42-47.

> The same process of transition from a notion of law which made it right for every man to revenge his own wrongs by taking a life for a life, an eye for an eye, and a tooth for a tooth, to the more civilized notion of paying a well-defined penalty for such an offense, is seen in the whole matter of crimes among the Germans. Through all the folk-laws there appears one curious fundamental idea, that a man's life has a given worth in money. No doubt, this was a pretty late stage in the legal growth; it could hardly have been true until the idea of a common use of money as a measure of values had made its way among them.

It is with these attempts to avoid continuing, unmitigated retaliation that the societies began to assume greater responsibility for the dispensation of responses to increasing types ahd numbers of deviant acts.

> With the growth of various agencies for mitigating the principle of blood-feud there was appearing the basic modern principle of public control of private wrongs. Growing up out of and along with these new principles came the impartial party which is now considered the essential element in adjudication, namely, the court. This at first had merely peace-making rather than judicial functions, but with the rising power of central authority, the powers and functions of the court expanded and the principle of blood-feud and its ameliorating agencies correspondingly declined. Responsibility then became individualized and intent was considered. As the power of the king and central authorities grew, nearly all violations of legal code were looked upon as public matters and were handled accordingly by the public organs. But the old principle of vengeance was retained, being transformed from private to public revenge. To it was added the element of deterrence, and there ensued a period of great severity in the determination of guilt and the punishment of the guilty. In due time, however,

> increasing enlightenment disclosed the fallacy in this theory. Some of the barbarities have been gradually removed. The old idea of vengeance and the later one of deterrence were giving way to those of social protection and reformation.[2]

During this period of time, societal responses to deviancy remained closely related to the religious systems, church and state being intertwined. Pugh, in his Imprisonment in Medieval England, records the arrival of the prison:

> In Alfred's time the word prison (carcerr) first makes its appearance in a code of laws (c.890). If a man fails in what he has pledged himself to perform he is to be imprisoned, the laws say, in a royal manner for forty days and while there submit himself to the punishments of the bishops devising.

Through the Middle Ages prisons found increasing use and were seen as a form of punishment and deterrence.

It is with the era of the Enlightenment in the 18th century that we find the concepts of social protection and reformation leading to the establishment of prisons as institutions to "reform" the criminal offender. These early attempts at the development of a "rehabilitative" institution were heavily influenced by the religion of the day, an influence that remains pervasive today. "The roots. . .of a comprehensive use of imprisonment as it is regarded today are probably to be found in the religious courts of the church in early and mid-medieval times."[3]

It is this religious influence and concern within the religious communities of the 18th and 19th centures in America that led to the introduction of education in prisons as a type of rehabilitative tool.

> In establishing the prison as the major form of punishment in the United States in the early part of the 18th century, the Pennsylvania quakers built this new system around the goal of reconstructing the criminal through penitence. As initially conceived, penitence entailed Bible study and

---

[2] IBID., p. 54.

[3] Syracuse University Research Corporation, School Behind Bars, 1973, p. 47.

> reflection in solitude. In practice, however, this system broke down. Solitary confinement was too expensive and many prisoners could not read. Strict solitary confinement was abandoned and basic education was offered to prepare convicts to read religious materials.
>
> From a modern viewpoint, basic education, i.e. teaching reading and writing skills was a side product of the "penitentiary". From an earlier viewpoint, education and penitence were equated, since in our early history education served a moral regenerative and religious training function.[4]

The Syracuse study concurs with this point of view and elaborates:

> These early, stumbling attempts at religious-motivated education obtained an organized impetus in 1825 with the creation of the Boston Prison Discipline Society by Louis Dwight. As the first national figure in American prison reforms, Dwight laid the foundation for rehabilitative concepts, based on complementary principles of work and education through his pioneering Sabbath schools and the promotion of congregate workshops such as Auburn.[5]

In the decades following, education in prisons slowly gained recognition and support in a number of state legislatures as prison schools evolved from Bible schools to take the appearance of more formally organized academic and vocational education programs.

It is in the last hundred years that we find the development of prisoner education programs that begin to approximate education programs available to, and for youth required of, the society at large. With the rapid urbanization and industrialization that marked the late 19th and early 20th centuries came a need to socialize and educate people to meet the economic and social demands of the new life in an urban industrial setting. Pressure for mass public education grew. This new education was not an extension of earlier high school training which was oriented to the more "classical" education of the upper classes as had developed from [illegible]dieval times, but was an attempt to provide a new type of education which, while allowing for college preparation, was principally designed to prepare the high school graduate to immediately assume a productive work role in the society.[6]

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[4] Marshall Kaplan, Gans and Kahn, *An Evaluation of "Newgate" and Other Prisoner Education Programs,* 1973, p. 7.

[5] Syracuse University [illegible]search Corporation, *School Behind Bars*, 1973, p. 52.

The response to pressures to reform, created prior to and during this era of "progressive" public school education by prison administrations, was the extensive development of prison industries which were to have two purposes: (1) to provide for "work education" for the individual; and (2) to provide for maintenance of the institutions. "In 1885 it was estimated that 75% of the prison inmates in the United States were engaged in productive labor."[7] Reform activities led first by the work of Zebulon Brockway and later by that of Austin MacCormick brought us to a point in the 1930s of serious examination of and widespread government action regarding the use of education in a prison setting.

> In spite of the declaration at the National Prison Associations Conference that education was of primary importance, the pioneering work of Brockway at the Elmira Reformatory, and the presence of many systems offering more than just literacy courses and occupational work, comprehensive prison programs were yet to emerge.[8]

A significant decline in the percentage of inmates involved in productive labor during the first three decades of the twentieth century was the result in large part of pressure from outside labor to shut down prison industries that competed in the free market. The prison system response was to modify prison industries to produce material for "state" use only. This practice is carried on today in most prison systems, and until recent years, provided a significant amount of the vocational experience available to prison inmates.

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[6] For more detailed discussion of public education at the turn of the century, see Kenneth Boulding, The Meaning of the 20th Century; or Theodore Sizer, Secondary Schools at the Turn of the Century.

[7] Eaton, Joseph W., Stone Walls Do Not a Prison Make, 1962, p. 126.

[8] Syracuse University Research Corporation, School Behind Bars, 1973, pp. 60-61.

Austin MacCormick, in a survey conducted of American prisons in 1927-28, did not find "a single complete and well-rounded educational program".[9] His work was published, received considerable attention and served as an impetus for the renewed efforts in the thirties to more fully develop prison education programs.

> The year 1929 has been selected by some criminologists as the date of the beginning of the modern trend in correctional education, and efforts made prior to this time are viewed as scarcely worth mentioning, except possibly for reformatory developments. This period in history has been appraised by many criminologists as the point at which education began to be recognized and developed as an essential element in a program of correctional treatment.[10]

The 1930s saw governmental activity at both the federal and state levels in the area of prison education.

> The Federal Prison System, under the direction of Sanford Bates, had evidenced leadership in providing education for the inmates of federal institutions. By the summer of 1930, a trained supervisor of education had been appointed at each federal institution, new classrooms were provided, libraries were reorganized, a considerable sum of money was spent on library books and on textbooks (700 volumes of new, readable nonfiction was purchased for each penitentiary and reformatory. . .) and a system of cell-study correspondence courses to supplement classroom instruction was established.[11]

Initiation at the federal level was followed by activity in a number of states. In Wisconsin in 1932, the State Prison began a full-time program with the assistance of the State University System.[12] Some of the most significant progress made during the thirties was the result of new working relationships being established between corrections institutions and education systems within the states.[13] In 1933, the state of New York created the Lewisohn and Englehart Commission to study education in their adult corrections system.

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[9] Marshal Kaplan, Gans and Kahn, An Evaluation of "Newgate," and Other Prison Education Programs, 1973, p. 9.

[10] Roberts, Albert R., Sourcebook on Prison Education, pp. 9-10.

[11] IBID., p. 12.

[12] Richmond, Mark S., Prison Profiles, 1965, p. 34.

[13] Syracuse University Research Corporation, School Behind Bars, 1973, p. 60.

In the following years, education began to be seen as a principal rehabilitative tool. Papers presented at national conferences on corrections more frequently addressed the utilization of education in a prison setting. G.I. Francis, in 1935, presented to the 65th Annual Congress of Corrections of the American Prison Association the position that education in a prison setting must be examined from a new perspective and listed a number of objectives that might serve as a guide for new programs:

> to teach every man to read and write to the best of his ability so that his future progress may not be impaired.
>
> to help each individual acquire and develop an assortment of interests consistent with his capacities so that his future advancement will have a good foundation.
>
> to afford each individual an opportunity to develop responsibilities toward himself and society, in regard to his health, citizenship and his leisure time by corrective training.
>
> to try to stimulate each individual to try to think for himself by working out practical problems and doing practical work.
>
> to develop in men that mental capacity and mechanical skill which they can use to make an honest living when they return to society.[14]

Yepson, in 1942, presented to the 72nd Congress a call for more objective standards for the evaluation of education programs in correctional institutions.[15] Prison education was developing separately in two principal areas: vocational training and general academic education. Roberts describes these areas as they existed in the late 1940s in federal prisons.

> Vocational training is divided into four major divisions: on-the-job training (in connection with both industries and maintenance work), trade training, related-trades classes, and definite units of on-the-job training.

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[14] Francis, G.I., The Objectives of Prison Education, Proceedings American Prison Association, 65: 248-260, 1935.

[15] Yepson, Lloyd N., Standards for Evaluating Educational Programs in Correctional Institutions, Proceedings American Prison Association, 72: 315-322, 1942.

> At the federal prisons, the program of general education has been planned to meet the needs and interests of three inmate groups: (a) those who, based on standardized achievement tests, measure below fifth-grade level and are thus considered functionally illiterate; (b) those whose educational levels range from fifth to eighth grade and who wish to raise their general educational level, or to fulfil specific subject-matter deficiencies; and (c) those at the secondary level, or above, who desire high school or college level instruction.[16]

During the past two decades the education of prison populations has captured an increasingly larger share of attention in the field of corrections. The major emphasis and utilization of resources has been in the area of "vocational training", used in the narrowest sense of the term. It was not until the late 1960s that significant breakthroughs into new types of prison education programs were achieved. These efforts were highlighted by the development of the federally funded "Newgate" college prisoner education programs. The first "Newgate" program was established in the Oregon State Penitentiary, Salem, Oregon in 1967, with similar programs implemented in four additional states by 1971. These programs introduced not only full-time college level programs inside the prison, but also education release programs that allowed participants to attend classes on campus while living in community-based facilities.

Federal funding for all "Newgate" programs was discontinued in December of 1973. Individual states have been reluctant to assume the financial responsibility for such programs and the fate of these and other innovative prisoner education programs remains in question today.

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[16] Roberts, Albert R., Sourcebook on Prison Education, 1971, pp. 17-18.

EDUCATION AND CORRECTIONS

During the past three decades education has played an increasingly significant role in the "rehabilitative" process within our corrections system. Following the decline of prison industries in the first quarter of this century prison administrations were forced to examine the development of new types of reformative activities for a large percentage of the inmate population. Expansion of the limited educational services which were already being operated appeared to be the reasonable course to pursue. There were two considerations that weighed heavily in favor of education development: one, the need was critical, and easily documented; and two, education was coming to be accepted as a personal right of all citizens rather than a privilege to be afforded to a select group.

Two principal questions arise when considering the relationship between education achievement and criminal activity in our society. One, are there certain responses of the education system to adolescents (i.e. expulsion, failure, etc.) that begin a cycle of interactions with law enforcement agencies that significantly increase the probability of criminal activity as an adult? And two, following conviction and incarceration, is there a type of corrections education program that can be shown to offer a participating inmate a greater opportunity to lead a personally satisfying, rewarding non-criminal life?

While it is the second of these questions that this study will principally address, the development of a logically justifiable adult corrections education program cannot fail to give consideration to the previous educational experiences of the prospective student population.

There appears to be a direct relationship between failure in school and degree of vulnerability to the criminal justice system. Daniel Glaser addresses this point:

> Statistically, retardation in educational pursuits is highly correlated with progress in delinquent and criminal careers. Although the median schooling completed by the United States population as a whole is past tenth grade, most compilations of the highest grade completed by prison inmates have a median in the eighth grade.
>
> Tests of educational attainment, in terms of ability to answer possible questions and problems from school work, place the actual knowledge of prison inmates at a median of fifth or sixth grade. From ten to more than thirty percent of prison inmates are classified as "functional illiterates" by various studies, which usually define this condition as inability to exceed minimum test scores for fourth grade. One-sixth of our sample of 1956 prison releases had not advanced beyond fourth grade, including one-fourth of the releasees who were forty-one years of age or older. Only one to three percent of the men admitted to prison had completed high school. It is clear that most prisoners would be better prepared for today's job market and for other responsibilities of a non-criminal life if they had more education.[1]

Glaser continues to indicate that the differences in educational attainment cannot logically be argued to be the result of low "inmate intelligence" but rather that "their lack of past educational effort generally reflects the interruption of their schooling by delinquent and criminal activity and by incarceration."[2]

This relationship between adolescent problems and adult criminal activity receives substantiation from a 1956 study that examined post-release failure rates of federal prisoners in relation to prior criminal records. The highest recidivism rates were recorded for those who had previously been incarcerated in juvenile institutions; well over 50 percent of those in this category recidivated.[3] The ages of persons committed to juvenile institutions are generally fifteen to seventeen years of age.[4] The disruption of their education resulting from incarceration at this age significantly reduces the probability of successful completion of high school. Failure to complete educational preparation at this level severely limits the economic and social opportunities available to an individual in our society through socially accepted avenues.

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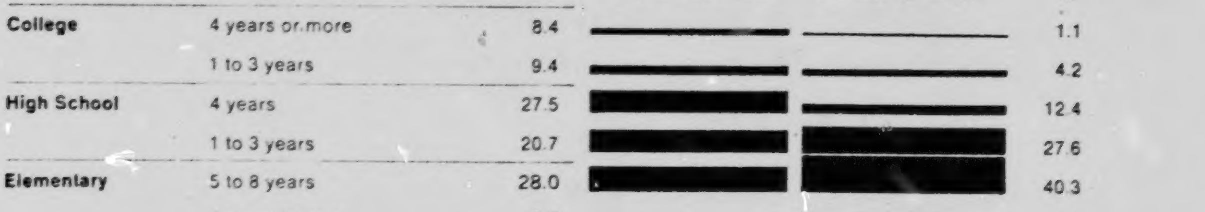
[1] Glaser, Daniel, The Effectiveness of a Prison and Parole System, 1964, pp. 260-261.

[2] IBID., p. 261.

[3] IBID., pp. 49-50.

The direct relationship between failure in the education system and inability to achieve work roles that embody an exercise of skills and a continuing opportunity for growth and advancement is shown in the following charts comparing educational levels and occupational experience of inmates with the general population in 1960:

Comparison of Educational Levels — GENERAL POPULATION AND INSTITUTIONAL INMATES **Figure 1** [5]



*By persons aged 25-64

Source: U.S. Department of Labor, Manpower Administration, Office of Manpower Policy, Evaluation, and Research, based on data from the U.S. Department of Commerce, Bureau of the Census, 1960.

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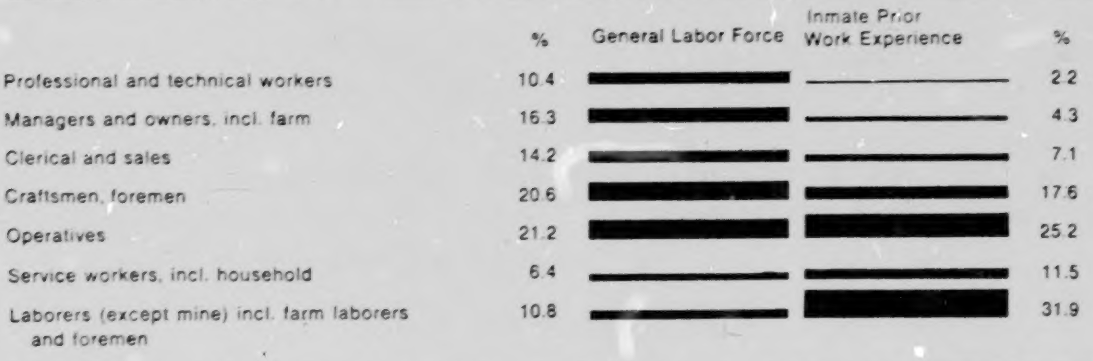
[4] IBID., p. 50.

[5] The President's Commission on Law Enforcement and the Administration of Justice; Task Force on Corrections, 1967, p. 2.

Comparison of Occupational Experience — GENERAL LABOR FORCE AND INSTITUTIONAL INMATES[1] Figure 2 [6]



[1] All data are for males only; since the correctional institution population is 96 percent male, data for males were used to eliminate the effects of substantial differences between male and female occupational employment patterns.

Source: U.S. Department of Labor, Manpower Administration, Office of Manpower Policy, Evaluation, and Research, based on data from U.S. Department of Commerce, Bureau of the Census.

These charts indicate striking correlations between level of education and position in the labor force, both for the total U.S. population and its prison inmates, with the inmate population having attained significantly lower levels of education and occupational experience than the general population. Fully 82.3 percent of the inmate population had completed less than four years of high school compared to 54.7 percent of the general population; a difference of almost 30 percent. A similar difference is found when examining the types of occupational experiences that can be typed semi-skilled or unskilled occupations (operations, service workers, and laborers). Again, approximately 30 percent more prison inmates had previous work experience in this area than was true of the general population (68.6 percent of the prison inmate population vs. 37.4 percent of the general population). Also of interest is the relationship between college education and work experience in the professional and managerial areas. Only 5.3 percent of the inmate population had college experience compared to 17.8 percent of the total population. The comparison of occupational experience shows that for jobs classified as professional/managerial only 6.5 percent of the inmate population had experience in these areas compared to 26.7 percent of the general population.

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[6] IBID., p. 3.

The Task Force Report charts referred to above pertain only to men. However, a similar comparison of educational attainment for both males and females using the same base line data indicates no significant differences in levels of education between male and female prison inmates.[7]

As women have traditionally been excluded from most skilled labor, managerial, and professional areas of our work force, it may be assumed that information on occupational experiences of women inmates would not show significantly higher levels of work experience than are shown for male inmates.

This information indicates that there exists a direct relationship between level of education and occupational opportunities both for the inmate population and the general population. It further shows the inmate population to be composed disproportionately of persons in our society having less skilled occupational experiences and lower levels of education.

The fact that this previous experience is, for the vast majority of inmates, marked by failure, negative labelings, and in many cases expulsion, makes the development of adult education programs all the more problematic. It seems reasonable to assume that more "high school" education of the type that has previously failed the student is not the answer. Yet most prison education programs today provide little more than a repetition of the high school experience.[8] A review of the literature in this field has produced no data to substantiate the value of this type of prison education as an habilitative tool. Clearly, the need to examine possible alternative types of education is warranted.

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[7] Roberts, Albert R., Sourcebook on Prison Education, 1971, p. 29.

[8] IBID., pp. 28-68.

In determining what types of education offerings might lead to "successful" non-criminal lives, a definition of a successful life must be provided. Desirable education offerings may then be identified as those that assist in the development of personal skills that clearly relate to the exercise of identified components of a successful life and explicit goals of these education programs may be established.

There are a number of basic needs common to a broad cross-section of men and women of varying races, creeds, and ages:

> the need to feel useful to yourself and those around you;
>
> the need to feel a part of the community in which you live; to be accepted; to belong;
>
> the need to develop experiences, skills and competencies in areas that will allow for contributions to the community and a related sense of personal worth;
>
> the need to have some control over your life; an ability to provide for oneself and family and a sense of power to affect and influence changes in the society of which you are a part.[9]

Each of these needs can be fulfilled through either "criminal" or "noncriminal" activities. If it can be assumed that society has a responsibility to attempt to provide access to a range of "non-criminal" options that will allow the individual to address his/her basic human needs, then it follows that attempts on the part of society to "correct" or "rehabilitate" its citizens who have violated societal laws should center around the development of skills that can lead to rewarding "non-criminal" life options, and that education programs for offenders can play a major role in such habilitive processes.

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[9] Pearl, Arthur, Atrocity of Education, 1973, p. 12.

A NEW WAY OF VIEWING THE PROBLEM

One purpose of this report is to stimulate discussion and to generate ideas about the nature and content of habilitation that should take place in our correctional institutions.

At the present time, there appear to be two central thrusts of Oregon correctional habilitation programs. On the one hand, there are programs which attempt to provide inmates with marketable skills through work experience or job training. These efforts consist mainly of prison industry work, work release programs and vocational training. On the other hand, there are programs which attempt to either remediate deficient educational backgrounds or to enhance inmates' opportunities to pursue advanced educational credentials. These efforts are presently divided into areas covering specific levels of education, such as adult basic education, high school equivalency programs, and higher education programs.

Surrounding the central thrusts of corrections programs is a network of supportive programs or direct services consisting mostly of efforts at counseling or individual therapy, which have as a common base the belief that individual inmates can and should be changed in order to remediate what is perceived to be a problem of the individual. As Reasons (1974:357) notes, these "traditional correctional policies and practices have been based upon a "medical model" of deviancy, subscribing to an erroneous analogy to the physician's practice. Therefore like a desease, an individual is diagnosed, prognosed, prescribed, treated, and cured of his "illness".[1] Ryan (1972) labels this conceptualization or approach to the problem of habilitation as "blaming the victim", and argues persuasively that such an approach is of limited utility especially given an understanding of the often complex sets of external constraints which operate to make reintegration into the community problematic for the ex-offender. But the ideology of victim blaming is not to be found solely in the field of corrections. As Ryan goes on to note: "the generic process of Blaming the Victim is applied to almost every American problem. The miserable health care of the poor is explained away on the grounds that the victim has poor motivation and lacks health information. The problems of slum housing are traced to the characteristics of tenants who are labeled as 'Southern rural migrants' not yet 'acculturated' to life in the big city. The 'multi-problem' poor, it is claimed, suffer the psychological effects of impoverishment, the 'culture of poverty', and the deviant value system of the lower classes; consequently, though unwittingly, they cause their own troubles."[2]

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[1] Reasons, Charles, The Criminologist: Crime and the Criminal, Goodyear Publishing Co., Inc., Pacific Palisades, California, 1974. For a further discussion of the problems of this orientation or model and the interests which maintain it see: C.W. Thomas, "The Correctional Institution as an enemy of Corrections" Federal Probation 37 (March 1973): 8-13 and Elmer H. Johnson, "A Basic Error: Dealing with Inmates as Though They Were Abnormal", Federal Probation 35 (March 1971): 39-44.

Ryan's concept of "blaming the victim" is very different from more traditional ideologies which dismissed criminal offenders as being constitutionally inferior, genetically defective, or morally unfit. The emphasis here is shifted to a more simple notion of environmental causation.

In Ryan's words: "the new ideology attributes defect and inadequacy to the malignant nature of poverty, injustice, slum life, and racial difficulties. The stigma that marks the victim and accounts for his victimization is an acquired stigma, a stigma of social, rather than genetic origin. But the stigma, the defect, the fatal difference - though derived in the past from environmental forces - is still located within the victim, inside his skin."[3] As one might expect, the logical outcome of analyzing social problems in terms of the deficiencies of the victim is the development of programs aimed at correcting those deficiencies. The formula is very simple - change the victim.

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[2] Ryan, William, Blaming the Victim, 1971, p. 5.

[3] IBID., p. 7.

The traditional orientation of viewing problems or people in trouble as unusual or different, with that difference occurring as a result of individual defect or unfortunate circumstance, and the resulting efforts directed at correcting those deficiencies might well be replaced by an orientation which viewed social problems as a function of social-structural arrangements in society which limit or restrict career and life options for some, and which, in one way or another, impinge upon the lives of us all. The principal focus of remedial efforts would then be upon reforming deficient social systems, not upon repairing individuals. We see as basic to this new orientation in corrections habilitation the creation of a broad-based and logically defensible corrections education program.

A first step would be the development of clear goals and objectives for education programs in a corrections setting, and the thorough examination of potential curricular offerings reflective of these goals. The remainder of this report will attempt to address these issues. We will begin with a broad definition of corrections education and follow with a description of specific educational areas and programs. In addition, the state of correctional staff education, and the role and substance of community education - an area perhaps most neglected in discussions of correctional habilitation - will be examined.

We begin this discussion by noting several generalized beliefs. First, we assume that all persons, regardless of background and personal circumstance can be useful, productive and competent persons, and that all persons are capable of making some form of meaningful contribution to society. Secondly, we assume that the purpose of correctional institutions is habilitative, not punitive and that correctional institutions should make as a primary concern the educational advancement of inmates and staff. As a means of reducing recidivism, and of creating an atmosphere of redemptiveness and understanding, the stimulation of intellectual growth through education would seem to be a logical place to begin.

What then should be the goals of this educational enterprise? We submit that the primary goal of corrections education in a technologically advanced democratic society is to assist every client in the development of skills necessary to provide realistic life options and opportunities. Pearl (1972) has identified at least four areas of life in which education should take on the responsibility for increasing the options for individuals. These are:

> The considered choice of life career: Everyone, regardless of background or circumstance, should have the opportunity to compete equally for desirable employment. This translates into a corrections education program which is much broader than vocational training or education for a "marketable skill". The program would have to offer maximum educational opportunity in a variety of substantive areas.
>
> It is frequently argued today that education should be linked to realistic career opportunities. We subscribe to this view in the context that meaningful employment is a logical result of educational progress, but we strongly oppose the notion that education should consist simply of training a person for a job. In order to insure that offenders or ex-offenders not be "locked" or "tracked" into limited educational experiences, we suggest: (1) that relevant and continuously updated job information be made available to any person desiring such material; and (2) that educational programs operate on the philosophy of keeping all persons eligible for continued training and credentialing. Programs should avoid forcing their students to prematurely foreclose on career or educational pursuits. Students ought to have the option of experimenting with a variety of work and learning situations. This type of experimentation should be looked upon as an integral part of the educational process.

In addition to these considerations, work experience and field practicums ought to be a primary part of education programs. Whenever possible, students should be allowed to gain first-hand knowledge and experience with new work situations. This can only help to smooth the transitions from school to work and institution to community.

The ability to exercise intelligent choice in democratic decision-making: In correctional settings the habilitative process should be of primary concern. It is important to realize that democratic education is most effective when all persons involved are part of the process. Clients and staff should be involved in the planning efforts directed toward designing and evaluating educational programs. Several studies of correctional institutions have shown that by allowing all segments of the population, including inmates and staff, to engage in institutional decision-making positive benefits can be realized.[4] In fact, the President's Commission on Law Enforcement and Administration of Justice has noted that inmate involvement in decision-making processes can help to mediate feelings of alienation and powerlessness.[5] Shared decision-making, however, has implications for change in custodial policy. For example, a study of Washington State's correctional institutions education programs notes that:

> An important aspect of reducing mass treatment and depersonalization involves comparatively simple revisions of rules and procedures. Custody regulations should be critically assessed as to their function and effect upon the institutional habilitation program. Shared decision-making about goals and policies could be effected through

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[4] See Mayer N. Zold, "Organizational Control Structures in Five Correctional Institutions." American Journal of Sociology (November, 1972): 335-345.

[5] President's Commission on Law Enforcement and Administration of Justice. Task Force Report: Corrections (Washington, D.C.: U.S. Government Printing Office) 1967.

> an institutional council representing all segments of the institution, i.e., residents, custody, administrators, counselors, and instructors.[6]

It was further noted by the Washington study that the shared decision-making approach has been tried, and with considerable success, in Scandinavian correctional facilities. In order to insure the free exchange of ideas, opportunity for confidential communication should be made available in the educational setting. Related to the free exchange of ideas is the notion that students should not be "pushed" or "forced" to enroll in educational programs. Coercion of this type has no place in an educational setting. Clients should be allowed to select or deselect the level of their involvement. In addition, students should not be penalized for failure to complete any part of a program.

Related to this educational goal is the notion that testing of all kinds, including psychological testing, should only be used as one means of determining educational needs, and not as a vehicle to "lock-out" any client from an educational program.

The acumen to make intelligent choice in cultural matters: Everyone should not only be able to exercise choice in enjoyment of general culture, but also should be exposed to an appreciation of the contributions of the variety of cultures and subcultures that make up a pluralistic society.

Furthermore, the organization and staffing of educational programs should be pluralistic in nature. This requires a firm commitment to an Affirmative Action Policy in staff hiring, program administration, and in curriculum. For example, in the curriculum area, ethnic-cultural programs and general education courses, including English as a second language should be offered to meet individual interests.

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[6] State of Washington's Adult Correctional Institutions Education Programs Study, 1972, pp. 303-304.

The ability to develop oneself and live harmoniously with one's neighbors: Everyone should be provided with the "know-how" to choose, from among the myriad of social roles available to them, those personality characteristics which provide him or her the greatest gratification. Each person should also develop those skills and sensitivities that will keep him or her from impinging on the growth and enjoyment of others in a world where people are thrust into evermore crowded and complicated relations with their neighbors.

It should be an important concern that education programs be designed in such a way that they enable students to gain a sense of competence, usefulness, and belongingness. Ways in which these feelings can be conveyed include allowing students to work in group settings where everyone has a chance to contribute their ideas, as well as allowing students to assume roles as teacher aides or tutors. Viewing education as a cooperative enterprise assumes that each student has something meaningful to contribute to the educational process.

In addition, education programs should also focus upon the use and enjoyment of leisure time activity. Education programs should have a strong commitment to developing student interests and skills in artistic, musical or literary areas. This might include courses in art, as well as crafts skill development, music, drama, etc.

Curricular offerings justified in terms of these broad program goals should serve as the basis for the development of a corrections education program that is responsive to the needs of both the clients and the general community.

DESCRIPTION OF THE STUDY

This study addresses three areas of concern in the field of Corrections: *client education*; *staff education*; and *community education*. Major emphasis has been placed on the examination of client education and the focus of our recommendations is in this area. However, effective staff education and community education programs are seen as integral components of a responsive corrections system and must be developed concurrently with improved client education services. Following is a description of the client education phase of the study, which is the principal focus of this document. Descriptions of the methodology used in the staff education and community education phases of the study are included in their respective chapters.

Client Education

Client education is offered at three levels to inmates of Oregon's maximum security facilities:

Adult Basic Education - including primary and secondary level academic preparation leading to a G.E.D. or high school diploma.

Vocational Training - employment preparation that is modeled after apprenticeship training programs.

College Education - consisting primarily of Division of Continuing Education courses offered by volunteer instructors, and including a limited number of courses provided for under contracts by salaried instructors.

In addition, college level education is available to limited numbers of inmates through an education release program which allows for placement in a community-based facility while attending a college or university.

During the course of this study an intensive examination was made of each of these areas of education.

Adult Basic Education

The examination of the Adult Basic Education programs included a survey of all staff working in this area and the development of an advisory committee of education specialists from throughout the state. Members of this committee were:

- Ms. Edith Canfield, Director, Learning Center, Chemeketa Community College
- Mr. Mel Gilson, Coordinator of Special Instructional Programs, Linn-Benton Community College
- Mr. Alvin Leach, Dean, Community Service, Chemeketa Community College
- Mr. Dee Martin, Director of Community Education, Linn-Benton Community College
- Mr. Cliff Norris, Specialist, Adult Basic Education, Board of Education
- Mr. Raymond Proctor, Coordinator of Adult Education, Lane Community College
- Mr. Robert Ruby, Intern, Center of Gerontology and Division of Continuing Education, University of Oregon
- Mr. Michael St. John, Instructor of A.B.E., Portland Community College
- Mr. William Wilde, Director of Adult Basic Education, Mt. Hood Community College (Maywood Extension)
- Mr. Nile Williams, Associate Dean of Instruction, Lane Community College

The committee visited all three major facilities to review existing A.B.E. programs. These visits included meetings and discussions with both inmates and staff.

The A.B.E. specialist team was asked to explore three areas:

The examination and evaluation of existing A.B.E. programs within the Corrections system;

the recommendations for immediate changes of the existing A.B.E. programs;

alternatives, such as the possibility of directing the A.B.E. programs through a community college.

The specialist team agreed that initial impressions, evaluations and recommendations would be written and sent to the research staff. Following preparation of this material a meeting was held at which the specialist team formulated recommended restructurings of Adult Basic Education programs for each of the three institutions. The Adult Basic Education program administrator for each correctional institution was asked to update information received from an earlier Educational Coordinating Council study regarding program size and structure and all Adult Basic Education staff in the correctional institutions were asked to complete a survey of their evaluation of the A.B.E. programs and recommendations for improvement.

Directors of Adult Basic Education programs in a number of community colleges were then contacted and asked to furnish the following information:

> The existing literature on the A.B.E. programs (goals, focus of program, etc.);
>
> the current curriculum of the A.B.E. programs;
>
> the teaching approaches;
>
> the type of facilities and instructional materials used.

Mr. Cliff Norris, Specialist, Adult Basic Education, State Department of Education, was asked to provide information concerning recent developments in Adult Basic Education including funding sources, staffing patterns, costs, etc.

In addition, a member of the research staff and the education program coordinators of the three correctional institutions visited two representative community colleges to examine their Adult Basic Education programs. The coordinators are: Mr. John Cavender, O.S.P.; Ms. Lee Gierloff, O.W.C.C.; Mr. William Pahrman, O.S.C.I. The community colleges visited were: Lane Community College and Chemeketa Community College.

An examination of previous studies in the field was made by research staff which included a review of the following:

> "A Study of Education in the California Department of Corrections -- Grades 4-8".
>
> "Survey of Inmate Academic Progress within the California Department of Corrections".
>
> Career-Based Adult Education in Corrections: "A National Program of Training and Model Design" (University of Hawaii).
>
> "An Evaluative Study of the Educational Programs of the Oregon State Correctional Institutions" (Oregon Board of Education, 1970).
>
> A program evaluation conducted by Western Interstate Commission for Higher Education. This is a national survey of educational opportunities available at the elementary and secondary levels in adult correctional institutions.
>
> Review of all relevant data already collected by the State Department of Education, the Educational Coordinating Council, and other state agencies.

Vocational Education

The examination of the vocational training programs also included a survey of all training staff and the development of an advisory committee of vocational education specialists from throughout the state. Members of the committee were:

Tom Dodge, Chemeketa Community College
Barbara Dixon, Linn-Benton Community College
Nile Williams, Lane Community College
Mel Gaskill, Lane Community College
Margaret Stone, Private School Association
George Warren, State Board of Education
Phil Davis, Oregon State University
Bob Palmer, Portland Community College

The committee visited the three major facilities and the farm annex to review existing vocational training programs. The committee was asked to explore three areas:

> The examination and evaluation of existing vocational training programs within the corrections system;
>
> recommendations for immediate changes of existing vocational training programs;
>
> alternatives; such as the possibility of directing the Corrections Division vocational training through an external education agency or institution.

A follow-up meeting was held at which the vocational specialist committee developed their recommendations for program improvement.

The second phase of the vocational education examination involved an examination of community college and proprietary school programs. Research staff accompanied Dick Eastman, Director, Vocational Training at Oregon State Penitentiary; and Gene Hilfiker, Director, Vocational Training, Oregon State Correctional Institution, on a tour of vocational facilities at Lane Community College in Eugene, Chemeketa Community College in Salem and Portland Community College in Portland. In addition, visits were made to a number of proprietary schools and a member of the research staff attended a Oregon/Washington Private School Association Conference in Vancouver, Washington.

The third phase of this examination consisted of a job placement follow-up study of all inmates who had received vocational training at either the Oregon State Penitentiary or the Oregon Correctional Institution between January 1, 1972 and June 30, 1973, and were on parole at the time of the study. Questionnaires were sent to each of the five regional parole offices within the state and job placement information received on 149 parolees.

A review of previous studies in this field was prepared by the research staff. The studies reviewed included:

> _An Evaluative Study of Education Programs at the Oregon State Correctional Institution_; State Department of Education, 1970.
>
> _Report of a Special Task Force to Review the Vocational Technical Program of the Oregon State Correctional Institution_: State Department of Education, 1972.
>
> _Audit of Oregon State Penitentiary, Oregon Women's Correctional Center, Oregon State Correctional Institution and the Vocational Technical Programs_; Mr. J. J. Parker - Correctional Advisor, Law Enforcement Assistant Administrator, U.S. Department of Justice, 1972.
>
> _Oregon State Penitentiary Vocational Technical Program Assessment_; Floyd Urbach and Patrick Patridge, Instructional Systems Clearinghouse, Inc., 1972.
>
> State of Washington's _Adult Correctional Institutions Education Programs Study_.
>
> A study of _The Employability Development System_ of the Federal Correctional Institutions at Lompoc and Terminal Island, California.

Prior to the completion of this section of the study interviews were held with Dan Dunham, State Department of Education; Bob Eldon, Salem Public Schools; and Emile Veer, Leslie Junior High School, to discuss the potential for development of Awareness/Exploratory/Preparatory/Specialization Cluster Models for vocational education in a corrections setting.

College Education

The examination of college education programs available both inside the correctional facilities and through education release programs included a substantial number of interviews with educators throughout the state as well as survey and interview data collection with corrections clients who were participants in the college level education programs.

The interview schedule included the following individuals:

Education Program Staff

William Crocker, College Program Supervisor, O.S.P.
James Oswald, Director, Manpower Programs, Corrections Division
John Cavender, Director, Education Programs, O.S.P.

Oregon Project Newgate Staff

Lee Layman, Director
Howard Cox, Assistant Director
Steve Perry, Counselor, Newgate House
Karl Smith, Counselor, Newgate House

Corrections Division Staff

William Kennedy, Director, Education Programs
Bob Watson, Deputy Administrator
Hoyt Cupp, Superintendent, O.S.P.
Bill Pahrman, Director, Education, O.S.C.I.
George Sullivan, Superintendent, O.S.C.I.
Frank Kale, Supervisor, Eugene Transitional Living Houses
Bob Wright, Assistant Superintendent of Program Services, O.S.C.I.
Thomas Toombs, Superintendent, O.W.C.C.
Lee Gierloff, Director, Education Programs, O.W.C.C.
Ron Kelly, Manager, Newgate House

Division of Continuing Education

Duane Andrews, Director

Students from the Newgate Program and the College Resident Program were surveyed and follow-up interviews were conducted. Also, all college level instructors teaching on either a contracted or volunteer basis were surveyed regarding their opinions of the strengths and weaknesses of existing programs.

A significant amount of data was drawn from a recent U.S.O.E.O. study of college level prisoner education programs throughout the country. Evaluation: Newgate and Other Prison Education Programs was a one-year study conducted by Marshall, Kaplan, and Gans, San Francisco, which examined and evaluated five Newgate programs, including the Oregon Project Newgate, and four other college level prisoner education programs. This study was completed in April of 1973 and provided this research staff with a significant amount of timely data in this area.

Needs Assessment

An assessment of education needs and interests was prepared for both inmates and staff at O.S.P., O.S.C.I. and O.W.C.C. A survey of a significant percentage of both inmate and staff populations was conducted.

SURVEY SAMPLE SIZES BY
CORRECTIONAL INSTITUTION

	OSP		OSCI		OWCC	
	Clients	Staff	Clients	Staff	Clients	Staff
Total Population	860	429	456	203	47	28
Sample Population	215	110	125	61	47	28

The surveys were designed to provide data in the following areas:

Client Survey

Demographic data

- age
- level of schooling
- previous occupation
- previous income

Previous vocational or job training

Percent with union experience

Vocational-technical training interests

Academic education interests

Level of schooling completed while inside institution

Percent indicating interest in release, community based and inside education to training programs

Opinions regarding educational course offerings and organization of classes

Indication of job information needed by clients

Occupational aspirations (short and long-range)

Educational aspirations

Rating of importance of various skills and areas of interest for success on the outside

Indication of counseling or advising needs of client population

Staff Survey

Demographic data
  age
  level of schooling
  amount of training in correctional field

Percent planning a career in corrections work

Occupational aspirations

Educational aspirations

Percent indicating interest in enrolling in educational courses

Ratings of importance of certain correctional skills

Indication of skills or areas of knowledge felt to be needed by correctional staff

Opinions and interests regarding educational course offerings and organizations of classes

The assessments of education needs drawn from data provided by these surveys are incorporated in the body of this document.

CLIENT EDUCATION

The mood and temper of the public in regard to the treatment of crime and criminals is one of the most unfailing tests of any country. A calm, dispassionate recognition of the rights of the accused and even of the convicted criminal against the state; a constant heart-searching by all charged with the duty of punishment; a desire and eagerness to rehabilitate in the world of industry those who have paid their due in the hard coinage of punishment; tireless efforts towards the discovery of curative and regenerative processes; unfailing faith that there is a treasure, if only you can find it, in the heart of every man; these are the symbols which, in the treatment of crime and the criminal, mark and measure the stored-up strength of a nation and are sign and proof of the living virtue in it.

Winston Churchill

THE PROBLEM

There are two central concerns of the client education section of this study. First is an examination of the education programs being offered to clients of Oregon's adult corrections system. Secondly, based on the results of this examination, a review of related education services now available within Oregon through both public and private education institutions, and a review of literature in the field, a set of proposals for new education programs for Oregon's corrections system will be developed. The central question that this study will address is - how can we design a logically justifiable corrections education program?

At the present time there does not exist: (1) a comprehensive plan to meet the educational needs of residents of the State's adult corrections institutions; and (2) a central coordinating capability to develop and implement such a plan.

The Corrections Division has been forced to operate educational programs without significant support from the State's education community. Responsibility for the education of this clientele within the publicly funded education systems of the State has not been identified.

The result is that today we have outdated, inadequately funded education programs in operation within our adult corrections system. The high value placed on education in our advanced industrial/technological society compels us to examine the development of improved education offerings as an essential rehabilitative tool within Oregon's corrections system.

THE CLIENT

There are approximately 8,000 clients of Oregon's Corrections Division; 1,475 are presently incarcerated within the three maximum security institutions (Oregon State Penitentiary, 860; Oregon State Correctional Institution, 475; Oregon Women's Correction Center, 50), the Farm Annex and Forest Camp, and an additional 200 are maintained in community-based facilities. The remaining 6,500 clients are on parole or probation status and remain within the community, subject only to periodic review by Corrections staff.

Education - Previous Experience

The average age of clients on admission to an institution varies: O.S.P., age 28; O.S.C.I., age 22; and O.W.C.C., age 27. Approximately eighty percent (80%) of those incarcerated are not high school graduates at the time of commitment; approximately forty-four percent (44%) have not completed the tenth grade. The number of clients who have previously attended college (either two- or four-year institutions) is less than three percent (3%). Incarcerated persons holding a college degree are almost non-existent.

Educational Interests/Aspirations

In the needs assessment survey of the incarcerated population, conducted as part of this study, the following findings were identified as central to the consideration of the education of Corrections clientele:

> Our examination shows a high interest among clients in continuing their education inside the institution.
>
> Eighty-Four Percent (84%) Are Interested in Continuing Their Education While Incarcerated.
>
> It is important to note that clients were quick to recognize that there is more to education than simply gaining a

"marketable" skill and that "success" on the outside requires more than the possession of a job. Clients felt strongly that education courses should be offered in other areas, such as: interpersonal relations, managing finances, the law and the political process. There exists a need for expansion of these types of education offerings.

The large majority of Corrections clients are also interested in continuing education in the community.

Eighty-One Percent (81%) Are Interested in Participating in Community-Based Release Programs.

A clear need exists for the development of new community-based education opportunities as an alternative to incarceration. The opportunity should be available for persons at all education levels to participate in education release programs.

Sixty-Six Percent (66%) of The Respondents Indicated An Interest In Continuing Their Education Upon Discharge.

Adequate counseling should be provided to assist these clients in the identification of financial support necessary to continue their education.

Work - Previous Experience

Our examination of employment careers of clients reveals a wide variety of occupations, skills and interests.

Eighty-Four Percent (84%) Were Employed, Either Full-time or Part-time, Prior to Incarceration, With Nearly One-half Having Some Type of Previous Union Membership.

Of this number, thirty-one percent (31%) held "white collar" jobs and sixty-nine percent (69%) "blue collar" jobs.

New education programs should assist the client in building upon previous skill and experience as well as developing new skill areas. These programs should offer a greater variety of instruction at numbers of levels of advancement.

Occupational Aspirations

When clients were asked what type of job they wanted upon discharge from the institution, fifty-two percent (52%) indicated "blue collar" jobs, and thirty eight percent (38%) indicated "white collar" positions. When asked the same question, only regarding the type of job they saw themselves having in 5-10 years, the proportions came out almost in the reverse; sixty-two percent (62%) of the sample thought they would be holding "white collar" jobs in the future, while only twenty-six percent (26%) thought they would be working at "blue collar" jobs. This information when considered in light of responses to other questions concerning Education Aspirations indicates a recognition on the part of the corrections client of the need for further education. The difference in response to the two questions mentioned above appears to indicate that these persons have a realistic view of the employment problems that they will face upon release, while at the same time indicating a feeling that such obstacles can be overcome after a period of time (5-10 years).

Education, Career and Employment Counseling

There exists a critical need for improved counseling.

Fifty-Eight Percent (58%) of The Respondents Stated That They Had Received No Academic or Vocational Advising or Job/Career Counseling.

Of those who responded positively, thirty-one percent (31%) received some vocational advising, while only eight percent (8%) received academic advising and three percent (3%) received job/career counseling.

Only four percent (4%) indicated that they received information about job possibilities from counselors. Twenty-nine percent (29%) received no information. The majority of those receiving information indicated friends on the outside as their sources.

Clearly, an improved education program must be complemented by adequate counseling if it is to be effective.

RECENT TRENDS IN CORRECTIONS

There are three interrelated trends within the Corrections system that are of particular importance when considering the development of education programs for Corrections clientele.

An overall decline in the average length of stay inside an institution:

AVERAGE LENGTH OF INCARCERATION - BY INSTITUTION
OREGON CORRECTIONS SYSTEM

Institution Residents	7-1-71 to 6-20-72	7-1-72 to 6-30-73
O.S.C.I.	14.9 Months	15.4 Months
O.S.P.	24.1 Months	16.3 Months
O.W.C.C.	11.6 Months	8.9 Months

A decline in the total institutional population:

INSTITUTIONAL POPULATIONS
OREGON CORRECTIONS SYSTEM

Institution	1-1-72	11-1-73
O.S.P.	1,350	850
O.S.C.I.	475	475
O.W.C.C.	70	50
TOTAL	1,895	1,375

Over this period of time (1971-73), the number of clients committed to these institutions has remained relatively constant. This population decline is a result, in large part, of increasing parole rates and greater use of community-based facilities.

A marked increase in the development and utilization of community-based facilities:

COMMUNITY-BASED PROGRAMS
OREGON CORRECTIONS SYSTEM

Year	# Release Centers	Client Capacity
1972	4	135
1974	8	200

Oregon's trend toward community-based corrections is reflective of similar trends in Corrections throughout the nation.

These trends appear to support recommendations to orient all education programs inside correctional institutions toward preparation of the individual to allow the completion of his/her education in the community following release from the institution. Due to small institution populations and the decreasing average length of incarceration, the creation of terminal education programs inside the institutions does not appear to be justified (with the exceptions of G.E.D./High School Diploma programs and some vocational education programs of short duration).

POLICY STATEMENTS

In the course of this study, two policy statements emerged as central in the consideration of the future development of corrections education programs.

Clients of the Criminal Justice System Shall be Educationally Enfranchised.

The major responsibility for the provision of educational services rests with the established public educational agencies and institutions. The particular circumstances of Corrections clients do not constitute adequate justification for relieving these agencies and institutions of their responsibility. As all aspects of the custodial situation require a cooperative approach, there are no grounds for the maintenance of an educational program for this clientele which is cut off from the locus of the professional, technical and financial investment of the State in the education of its citizens.

A Major Dimension of the Corrections Division's Habilitative Efforts Shall be Educational.

Habilitation through education should permeate the entire system of criminal justice and receive major attention in the allocation of funds and the management of the system. Educational opportunities should be made available to all corrections clients.

EDUCATIONAL GOALS AND PRINCIPLES

Within the larger policy statements there were identified a number of education goals and principles that would appear to serve well as markings for the development of new corrections education programs.

Education programs developed for Corrections clientele must be structured to support the acquisition of skills in two basic areas: those related to economic opportunity and mobility; and those related to the development of intra/interpersonal understandings and competencies.

Our society is oriented around work roles. Most economic and social rewards are directly related to societal valuing of these activities. Corrections education programs should provide not only entry-level job preparation, but also education support for continuing personal development and economic/social mobility.

A technological society presents the individual with myriad personal and interpersonal relationships. A person's ability to become a productive, competent member of the community depends in large part on the development of:

> interpersonal competencies and understanding of the individual;
> an understanding of the individual and his/her local community;
> an understanding of the individual and the society at-large.

To serve as the basis for development of new education programs for Corrections clientele, the following list of Educational Goals and Principles is offered:

Access/Availability

Educational services should be made available to all clients of our corrections system. While the choice to enter an educational program should normally remain that of the client, this decision should not be made without adequate information. Each client should be made cognizant of the range of education available, descriptions of program offerings, and the availability of supportive services and counseling. There should be no entrance requirements other than those required by the credentialing institution. Participation in one program area should not preclude participation in other program areas.

Success

All education offerings should be oriented to the success of the individual. Each client should be assisted in identifying existing skills and interest areas in preparation for the development of a realistic learning program. Course offerings exist to serve the individual and should provide flexible course structurings to meet a variety of learning needs. Evaluation of an individual's work should be constructively presented, and should not serve as the basis for termination from a program.

Program Flexibility

Education programs must be flexible enough to prepare the client to adapt to a rapidly changing society and should allow for maximum diversity and comprehensiveness of education experiences. Every effort should be made to avoid the development of programs that are difficult to modify and costly to eliminate.

Program Development

Education offerings should reflect the desires, interests, and aspirations of the client. All courses should be offered as part of an individualized learning package oriented to an education program developed for each client. It is essential that each client have access to adequate information and counseling concerning employment opportunities and continued training in any given area to allow for effective program development.

All education programs should be coordinated and integrated to allow the individual to receive concurrent services from the various education program areas.

Citizenship Development

To exercise responsibilities of citizenship in a democratic society, it is necessary that the individual develop:

communication skills;
decision-making abilities; and
leadership qualities.

Educational programs should be based on governance models that allow the opportunity to develop such skills in a realistic, non-fabricated setting. This requires the exercise of democracy in the educational setting. As part of the process, on-going methods of client evaluation of program offerings should be developed. It should be a recognized goal of all programs to assist the client in assuming increasing responsibility for his/her educational program.

Credentialing

Credentialing is of critical importance in the determination of an individual's access to economic and social mobility in our society. Corrections education programs should provide credentials indicative of the individual's accomplishments in their education program. To avoid offering "special" credentials which are of questionable marketable value, programs should provide credentials through an established education or training institution.

Program Linkages

Programs should serve as rational, logical steps to additional education and training both internal and external to the corrections system. Clear linkages to external education systems and employment opportunities must be a part of all education programs; adequate personnel to facilitate such linkages should be identified.

Pluralism

Our society is comprised of persons of varied religious, ethnic, economic, political and social origins. Education systems should reflect this pluralism in:

administrative and instructional staff composition;
curricular offerings;
and the provision of related supportive services (i.e., counseling, job placement, reference resources, etc.)

Education and Custody

A critical component of any educational setting is the existence of a shared sense of respect and support between student and staff. Instructors, counselors, and administrative staff must be free to act as advocates for the student's educational/personal development. Every effort should be made to minimize custody requirements in an educational setting.

Exit from Program

Normally a student should be free to exit from a program prior to completion. This should be understood as a natural consequence of an education process.

Community-Based Education

It is recognized that community education programs provide comprehensive programs and related educational experiences that are not duplicated in a corrections setting. Whenever possible, education should take place in its natural setting in the community. Education programs should be related to a community based program and clients should be moved into these community based programs at the earliest possible time.

PROGRAM RECOMMENDATIONS - CLIENT EDUCATION

The examination of problems related to the delivery of quality education services to corrections clients leads to one central conclusion - corrections education programs must make maximum use of existing education resources. It is not reasonable to expect that education programs offered inside a correctional facility can compare in breadth and scope of education offerings and experience with those found in an outside education institution, or that community-based programs can provide for education services without the support and involvement of the education community. Recognizing that the delivery of a quality education service is an essential part of an habilitative process, it is recommended that the positive placement of the client in a community-based education program be identified as the primary goal for corrections education activity. Education offered inside the institution should be structured in such a way as to support the movement of the client toward continued education in a community setting. Direct linkages between the inside and outside components of the education program should be strong and well-articulated and continuing communication between these two components should be maintained.

During the course of this study a number of factors have emerged as being of principal concern in the consideration of the delivery of a quality education to the clients of a corrections system. For purposes of organization and clarity of thought, these concerns will be discussed under one of six topic areas that have proven to be central areas of discussion when examining any education system. These areas are: Program Governance and Organization; Instructional Quality; Facilities and Equipment; Supportive Services; Funding; and Administrative Structuring. Concerns in each of these areas will be reviewed first as they pertain to the entire corrections education program and then more specifically regarding each level of education programming now offered with Oregon's correctional institutions. This will be followed by a similarly structured review of education release programs.

Program Governance and Organization

While educators during the past few decades have experienced severe problems due to a stagnation and ossification of education systems resulting from a continually increasing degree of centralized governance and organization, there have, at the same time, accrued many benefits from the development of organizational interrelationships among education programs. Such benefits include: a greater exchange of ideas among instructors and students; a greater diversity in areas of study available: budgetary savings resulting from economies of scale; more complete use of available resources, including staff as well as equipment and facilities; and the development of improved supportive services, which are here defined to include library facilities and study areas, advising and counseling, tutorial programs, and job placement services. The potential benefits of a centrally organized education program are also apparent when consideration is given to the need of any education system to provide for a continuing evaluation of existing programming and intelligent planning for the future.

Correctional systems were not originally conceived as having a responsibility to provide education services to their clients. Prisons were designed to provide for the degree of security necessary to maintain control of an incarcerated population; education needs were seldom a consideration. It has only been in recent years that education staff in any numbers have been brought into the prison setting. It is with this recent, rapid growth in prison education programs that the problem of education organization emerged. This growth has been sporadic and has occurred in relative isolation from established education systems.

It is thus understandable that the Oregon Corrections Division has not to date developed a manner in which to centrally coordinate education activities within its system. Today, within its institutions, the Corrections Division operates education programs that are attempting to meet the education needs of a highly diverse client population in excess of thirteen hundred with a staff of fifty full-time instructors and at least as many volunteers, funded by a budget of approximately one million dollars. These programs approximate the State's smallest community college both in size and diversity of program offerings, which range from remedial reading and writing to vocational training and college level academic courses. Though there exist obvious differences between a corrections division education program and a small community college, there appear to be significant advantages to be gained from the development of a central coordinative authority for corrections education programs within the state that is comparable in quality and function to a community college administration. The size of the inmate population and instructional staff necessary to provide for their education is anticipated to remain small enough to allow the corrections education program to avoid many of the problems of centralization faced by larger education systems, but at the same time these programs are clearly large enough to warrant a centralized organization for administration, evaluation, and planning. This need to centrally organize becomes all the more apparent when consideration is given to the trends toward increased use of community-based facilities and the resultant need to coordinate and integrate these release programs with education offered on the "inside."

Presently, each of the three major correctional institutions (Oregon State Penitentiary, Oregon State Correctional Institution, and Oregon Women's Correctional Center) operate their programs independently of one another. While there exists some informal communication among the programs, no provisions have been made for coordinated curriculum development, budgeting, program evaluation, or planning among the institutions. In addition, within the O.S.P. and the O.S.C.I. there exists no formal coordination or integration of the three education program areas - Adult Basic Education, Vocational Training, College Program. A similar problem at O.W.C.C. is obviated due to the limited scope of education offering available.

Previous studies have spoken to the need for greater coordination of education resources in Oregon's corrections system. In both 1970 and 1972, studies by the Oregon Board of Education recommended that improvements be made in this area.[1]

> WE RECOMMEND: *That Oregon's corrections education programs be centrally coordinated in three ways:*
>
> *Inter-program coordination - Adult Basic Education, Vocational/Paraprofessional and Higher Education programs should be organized and scheduled in such a way as to allow for maximum utilization of all services by the individual. Concurrent enrollments should be encouraged.*
>
> *Inter-institutional coordination - Coordinated, comprehensive educational programs should be offered equally to all incarcerated clients. Common rules and regulations regarding the delivery of education should be developed and implemented.*
>
> *Inter-community coordination - All educational programs should be coordinated with comparable offerings in the community to facilitate interaction among staff and a smooth flow of clients to continued education and training upon release, parole, or discharge.*
>
> *Advisory committees should be established to assist in the continuing development and coordination of all programs. These committees should include representation from clients, staff, and the educational community, and interested members of the general public. A mechanism should also be established to complement this advisory committee effort that would allow for regular, periodic client and staff evaluation of program offerings.*

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[1] See An Evaluative Study of the Education Programs of the Oregon State Correctional Institution; Oregon Board of Education, 1970, & Report of a Special Task Force to Review Vocational Technical Programs of the Oregon State Correctional Institution; State Department of Education, 1972.

Instructional Quality

The problem of securing quality instructional services is central to all education programs. Success in this area is controlled by supply and demand within the education market. While our education systems are producing a large number of certified instructors at all levels, high quality instruction remains at a premium. Circumstances unique to the development of an "educational atmosphere" for students and instructors within the security environment of a correctional facility combined with the absence of better than average salaries to be offered for instructional services make the recruitment of quality instructors difficult. The segregation, that now exists, of these educators from the mainstream of the education profession is also an acutely problematic aspect of staffing a prison education program. Difficulties in the development of professional status for "corrections" educators within the education community are compounded by a lack of clarity of distinction between the educational and custodial roles as now defined for the education staff within the correctional institutions.

It is not envisioned at any time in the foreseeable future that: (1) significant additional resources for salaries will be made available to allow for competitive hiring with outside education systems; or (2) that the particular conflicts inherent in attempting to educate in a custody-oriented environment will markedly change. And there appears to be little chance of enhancing the "professional" status of "corrections" educators without clearly defining their role as educational and providing them standing in the larger education community.

Teaching in a prison is one of the most difficult tasks an educator can choose to undertake. It is an emotionally draining experience that allows few instructors to maintain a creative, imaginative, energetic attitude toward their teaching for an extended period of time. Periodic relief from this environment is seen as critically important for corrections education staff.

The most workable alternative to the present situation appears to be the development of a system of staff rotation.

> WE RECOMMEND: *That corrections education programs at all levels be so structured and organized as to allow for the rotation of staff between teaching assignments within the correctional facilities and comparable positions in outside education institutions. With the implementation of such a rotation system, it is further recommended that an affirmative action program be established to provide for an instructional staff that is reflective of the ethnic and cultural make-up of the prison population.*

Facilities and Equipment

Most needs regarding facilities and equipment must be related to the specific needs of the particular program area and will be addressed in the discussion of each of the program areas that will follow. However, a number of general comments are necessary. First, it is recognized that the Oregon Women's Correctional Center faces a particularly acute facilities shortage. This institution is caught in the position of not having a large enough population (approximately 40) to economically justify the facilities necessary to provide for diverse education offerings. At the same time, it has been extremely difficult for residents of O.W.C.C. to utilize education facilities available at the Penitentiary or the Correctional Institution due principally to security requirements. The best alternative to this situation appears to be to continue to develop increased community-based programming and utilization of Oregon State Penitentiary and Oregon State Correctional Institution facilities.

Secondly, there now exist excellent vocational shops at both the O.S.P. (6) and at the O.S.C.I. (18). Given some modifications and proper utilization they should provide adequate facilities to meet the vocational education needs of the inmates of these institutions.

Thirdly, it appears that, with some major renovations, adequate academic classrooms, learning centers, and reading and study areas can be developed within existing facilities. Also, it is anticipated that we will experience continued decreases of size in prison populations, as has occurred over the past few years, due to greater use of diversion programs, parole programs, and community-based facilities.

> WE RECOMMEND: *That no major new facilities construction be undertaken for education programs within the correctional institutions. Modification of existing facilities should accommodate educational needs of resident populations both now and in the foreseeable future. There exist excellent educational institutions throughout the State. The goal of inside educational activities should be placement of the individual in a community educational institution for continued education and training at the earliest possible time.*

Supportive Services

Supportive services including library resources, study areas, tutorial services, and academic advising and counseling are in short supply within existing corrections education programs. A similar statement could be made of most education institutions. It has always been difficult to find room in a limited budget to provide for resources "supportive" of the instructional process. Yet, educators today are coming to appreciate that a critical shortage of such support for both the student and instructor can fatally undermine the education process. This appears to be the case within the existing corrections education programs. Library facilities are at best minimally adequate to support the existing level of programs. Tutorial services are limited and academic advising and career counseling almost non-existent. Regardless of the level of budget of an education program, such services, supportive of instruction are essential.

> WE RECOMMEND: *The development of a centrally coordinated advising, counseling, career planning and placement program to provide services to inmates of all three correctional facilities, and to*

foster similar support and consideration within education institutions throughout the state for corrections clients studying in the community.

Funding

Corrections education programs in Oregon are funded through two sources: General Fund Appropriations from the state legislature; and special grants awarded by the federal government for rehabilitative services.

The level of state funding of adult corrections education programs for the 1974-75 fiscal year is approximately $1,020,000 for institutional programs and $69,000 for community-based education opportunities. The institutional education programs receive this support in the following amounts:

CORRECTIONS EDUCATION PROGRAMS
1973-74
BUDGET*

	ACADEMIC	VOCATIONAL	TOTAL
O.S.P.	198,367	189,303	387,670
O.S.C.I.	200,534	352,399	552,933
O.W.C.C.	27,660	-0-	27,660
TOTAL	426,561	541,702	968,263

The budget support for community-based programs provides for a limited continuation of the college level education programs developed over six years (1967-73) by the Oregon Project Newgate.

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*These figures are close approximations (estimated error less than 1%) based on an analysis of Division and Institution budgets. They do not include any part of the special $81,000 appropriation of the 1973 Legislative Session for the continuation of the "Newgate-type" programs from 1-1-74 to 6-30-74.

Federal monies received are used principally to support additional community-based programs with the exception of a recently received federal grant to provide for institutional Adult Basic Education programs.

The principal difference between this budgeting and an education institution budget lies in the manner in which program costs are calculated and represented. Education systems at all levels have for some years represented their costs in terms of cost incurred per student taught. This cost/student ratio provides a basis for continuing budgetary comparisons, and evaluations of the product of each dollar spent in the education process as it relates to the student served. Today, state support for public schools, community colleges and the four-year colleges and universities is awarded based on a number of dollars per student F.T.E. (full time equivalent).

Certain mechanisms of accountability are present in this system. A clear expectation exists regarding the number of students to receive the education service, and in relation to this, the number of instructors that will be available to teach. There exists also a clear expectation of the amount of resources to be expended for each student in each program area. The focus of this type of budget structuring and analysis is to provide a clear picture of the process used in translating budget dollars into education received by each student.

A central question faced by any state legislature today when considering correctional budgets concerns the amount of resources to be provided for the habilitation of corrections clients. In Oregon, the education programs represent a significant portion of this habilitative effort. One dollar of every 10 expended in support of the custody and habilitation services provided by our correctional facilities goes into education programs, with the majority of the additional resources allocated to maintenance of security and custody.

As these education services are principal in habilitative programs offered to Oregon's corrections clients, and in consideration of the sizable education budget involved and the similarities between services now available within our correctional facilities and community college programs, it appears reasonable to assume that budget development and analysis, and related funding requests should be based on a system closely paralleling such documentation of community college operations. Such an analysis, conducted as part of this study, revealed the following information:

COST/STUDENT F.T.E.
OREGON CORRECTIONS DIVISION
EDUCATION PROGRAMS*
1973-74

	ACADEMIC		VOCATIONAL	
	Cost	F.T.E. (estimate)	Cost	F.T.E.
O.S.P.	1,033	77 A.B.E. 115 College	2,360	80
O.S.C.I.	1,450	108 A.B.E. 30 College	1,958	180
O.W.C.C.	1,844	3 A.B.E.	-0-	-0-

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*This budget information was developed through analysis of both the Corrections Division and individual institution budgets. No facilities costs were included. Only full-time education staff and supplies and equipment costs were computed.
F.T.E. figures for the Academic programs had to be estimated due to the unavailability of precise student counts and are subject to some error.

These rough costs per student can be compared with the following costs of education within our two-year and four-year postsecondary institutions.

COST/STUDENT F.T.E.
OREGON PUBLIC POSTSECONDARY INSTITUTIONS
1973-74

Two-Year Institutions	$1384*
Four-Year Institutions	$1590**

It is clear from this comparison that education programs now in operation within Oregon's corrections system are receiving resources equal to or in excess of funds available to public colleges and universities when compared on a cost-student basis. However, this is not to be understood as an indication that these programs are adequately funded to meet the education needs of the entire prison population. Less than one-half of the inmate population is receiving the equivalent of a full-time education program. What this data does suggest is that careful consideration should be given to the possibility of community college management and operation of corrections education programs.

> WE RECOMMEND: *That the funding of corrections education programs should be awarded and administered in a manner consistent with and in amounts comparable to the funding now received by the state's community colleges. We further recommend that these funds be administered by an existing education institution to: (1) allow the corrections education programs to be eligible for state and federal education grants available only to certified education systems; and (2) allow the inmates to be eligible for student financial aid packages to help support their education.*

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*This figure is provided by Lane Community College which is used here as an average for community colleges.

**This figure is provided by the Chancellor's office indicating cost/student F.T.E. for the undergraduate programs and include the costs of: direct instruction; libraries and museums; student services; physical plant operation and maintenance; and general administration.

Administrative Structuring

Our review of problems and potentials regarding the appropriate administrative housing for corrections education programs focused on an attempt to logically identify an administrative authority within state government that appeared to be best suited to coordinate and manage the delivery of education services to corrections clients. Twelve alternatives were examined:

Corrections Division
Division of Continuing Education
State Board of Education
State Board of Higher Education
Assimilation by a community college
Assimilation by a school district
Educational Coordinating Council
Division of Vocational Rehabilitation
Creation of a special school district
Creation of an independent community college
Creation of a semi-autonomous commission
Creation of an independent commission

Each of these alternatives was evaluated based on its ability to respond to the following eight criteria:

Criterion I: Maximum Use of Existing Education Resources - Ability to make maximum use of the state's public and private education resources.

Criterion II: Education System Impact - The program potential for becoming an established, recognized part of the state's education system.

Criterion III: Credentialing - The ability of the program to negotiate and deliver a comprehensive breadth and scope of legitimized licensing and credentialing.

Criterion IV: Program Stigma - The ability of the program to avoid negative labels attached to this particular sub-group of the general population.

Criterion V: Corrections Input - The ability to maximize education opportunity for corrections clients that is compatible with present and/or future Corrections Division policy that might affect education policy.

Criterion VI: Potential for Community-Based Corrections Education - The ability to meet anticipated changing clients' needs based on nation-wide trends toward community-based corrections systems.

Criterion VII: Financial Consideration - The ability to draw upon sources of funding adequate for initiating and maintaining comprehensive corrections education programs.

Criterion VIII: Evaluative Mechanisms - The ability of the administrative structure to facilitate ongoing evaluation of corrections education programs.

Numerous interviews were conducted with state officials and educators during the course of this phase of the study in an attempt to identify the concerns of those parties that might be involved in any future reassignment of responsibilities in this area. Those interviewed included:

Corrections Division

Amos Reed, Administrator, Corrections Division
Bob Watson, Deputy Administrator, Corrections Division
Bill Kennedy, Director, Education Programs
George Sullivan, Superintendent, O.S.C.I.
Thomas G. Toombs, Superintendent, O.W.C.C.

Lee Gierloff, Director, Education Programs, O.W.C.C.
Hoyt Cupp, Superintendent, O.S.P.
James Oswald, Director, Manpower Programs

Community Colleges

Paul F. Wilmeth, President, Chemeketa Community College
Amo DeBernardis, President, Portland Community College
Raymond J. Needham, President, Linn-Benton Community College

Board of Higher Education

Gregory Wolfe, President, Portland State University
Robert Clark, President, University of Oregon
Leonard W. Rice, President, Oregon College of Education
Robert MacVicar, President, Oregon State University
Roy Lieuallen, Chancellor, Board of Higher Education

Division of Continuing Education

Duane Andrews, Director, Division of Continuing Education

Educational Coordinating Council

Robert Peck, Assistant Director

State Board of Education

Dale Parnell, Superintendent of Public Instruction
Carroll deBrockert, Associate Superintendent
Leonard Kunzman, Director of Career Education
Robert Green, Director, Development and Utilization, Planning and Evaluation

School Districts

Tom Payzant, Superintendent, District 4J, Eugene
William Kendrick, Superintendent, Salem School District
Ray Myers, Superintendent, Pupil Services, Salem School District

Department of Human Resources

Cleighton Penwell, Director

Vocational Rehabilitation

Carl Haugerud, Administrator
David Ellgen, Field Coordinator

It became clear from these interviews that there existed general agreement regarding the need for the state's education community to assume increased responsibility for the delivery of education services to the corrections client. Left in some question was the degree of responsibility to be assumed and the appropriate body within education to provide this service.

A review of the administrative structurings of similar programs in other states including Wisconsin, Idaho, Massachusetts, Florida, Pennsylvania, Texas, Ohio, New Jersey, Illinois, and Michigan was undertaken in an attempt to identify successful "models of administration" in corrections education.

Recognizing that a number of state agencies and institutions, including the Corrections Division, the State Board of Education, the State Board of Higher Education, and the state's community colleges, have a legitimate role in the area as a result of existing legislative mandates, the following recommendation is offered as the best method of providing for administrative coordination of corrections education services.

> WE RECOMMEND: *That the responsibility for the planning, development and operation of corrections education programs be vested with the State Board of Education under advisement of a State Corrections Education Commission to be established as a semi-autonomous Commission within the State Department of Education. This Commission to be composed of nine members as follows:*
>
> *Permanent Members*
>
> *Administrator of the Corrections Division or the Deputy Administrator*
> *Superintendent of the Oregon State Correctional Institution*
> *Superintendent of the Oregon State Penitentiary*
> *Superintendent of the Oregon Women's Correctional Center*
> *Chancellor of the State System of Higher Education or the Vice-Chancellor for Academic Affairs*

Governor Appointed Members

One member representing Labor or Industry
One member representing Former Clients
One member representing Proprietary School Owners
One member representing Community College Presidents

The State Board of Education was felt to be best capable of coordinating such a diverse education delivery system as is required here for two principal reasons: one, it maintains a close working relationship with community colleges - the education institutions that appear to offer the best range of education opportunities for corrections clientele; and two, the State Board already maintains a large staff of education specialists who are skilled in areas of program development and evaluation.

The recommended composition of the Commission reflects an attempt to identify representative constituencies that might, collectively, be able to provide fresh, balanced, innovative leadership in this field.

ADULT BASIC EDUCATION

...the chaplain standing in the semi-dark corridor, before the cell door, with a dingy lantern hanging to the grated bars, and teaching to the wretched convict in the darkness beyond the grated door the rudiments of reading or numbers.

Gladstone Report
1895

REVIEW OF EXISTING PROGRAMS

The Adult Basic Education programs in Oregon's correctional institutions are designed for residents who have not graduated from high school. Residents in the program range from functional illiterates to those working towards their G.E.D. certificate. The main emphasis of the program is preparation for the G.E.D.

Overall, the A.B.E. programs consist of two major phases:

> Remedial Education - Where basic writing, reading and math skills are taught. The goal of this phase is to raise the residents' achievement to approximately a sixth grade level.
>
> Intermediate-Secondary Education - Where traditional high school subjects are taught -- physical sciences, social sciences, English and math. The goal of this phase is to raise the residents' grade level to a 9.5 or above and then prepare them to take and pass the G.E.D. examination.

These A.B.E. programs are presently 100 percent state-funded. Program phases and components, student enrollment and number of staff vary according to the particular institution.

Oregon State Penitentiary

An inmate-taught education program has been in operation at the Oregon State Penitentiary since 1952. The present program, staffed by state-certified, full-time instructors, began in 1969.

Current enrollment in the A.B.E. program is 77. The program is divided into three phases: Basic Education (grades 1-6); Intermediate Education (grades 7-9); and Secondary Education (grades 10-12). The ultimate goal is G.E.D. certification.

Criteria for admission are based on the lack of a high school diploma or equivalent. During Admissions and Orientation to the institution, the Metropolitan Achievement Test is administered to determine a resident's achievement level. An education admissions summary is compiled to aid in education program development. However, final decisions rest with the Unit Team. The team is composed of:

Living Unit Officer
Unit Counselor
Unit Guidance Supervisor

If the resident tests at below grade level 6, some education assignment in remedial work is almost mandatory. However, above level 6, the resident is not required to attend school. The Unit Team also makes final decisions regarding removal from education programs.

Basic - grades 1-6

Enrollment: currently 15
Criteria: all residents below tested 6 grade level
Goal: to raise tested grade level to 6.0
Curriculum: core of program is a Reading Lab - use of elementary texts and programmed courses in reading, spelling, basic English
Staff: 1.00 instructor - B.A. - certified teacher
.50 instructor - B.A. - certified teacher
salary - $900 per month (average)
six volunteers - 15 hours/week

Intermediate - grades 7-9

Enrollment: currently 32
Criteria: residents who have tested at 6.0 grade level or above and placed in program by Unit Team
Goal: to reach education goal established by Unit Team meeting and to reach a tested grade level of 9.0 or better
Curriculum: subjects include English, Math and Geography - materials used include regular texts, programmed books, teacher-made materals
Staff: .37 instructor - M.S. - certified teacher
1.25 instructors - B.S. - certified teacher
salary - $900 per month (average)

Secondary - grades 10-12

Enrollment: currently 30
Criteria: residents must have tested score of 9.0 grade level or above
Goal: attainment of educational goal established by Unit Team's meeting; obtaining G.E.D. certificate
Curriculum: traditional high school subjects include Science, Albegra, U.S. History, Geography, Advanced English, and World History
Staff: 2.37 instructors - B.S. - certified teacher
.15 instructor - M.S. - certified teacher
salary - $900 per month (average)
8 volunteers - 18 hours/week

Oregon State Correctional Institution

The program began operation in 1959. Currently there are 108 residents enrolled in the A.B.E. program. Approximately 185 are eligible. The program is divided into three distinct phases: Remedial Education, Intermediate Education, and Secondary Education. The object of each phase is to raise the residents' tested grade levels to enable them to proceed to the next education phase. The ultimate goal is to obtain a G.E.D. Oregon State Correctional Institution also has an adult high school completion program conducted through Chemeketa Community College.

The criterion for admission to the A.B.E. program is lack of a high school diploma or equivalent. If a resident is under the G.E.D. level, school attendance is compulsory.

On commitment to O.S.C.I., a resident proceeds through an admissions and orientation session. This includes the administering of the Metropolitan Achievement Test and the General Aptitude Test Battery to establish the level of academic achievement. A program is suggested to meet the residents' educational needs. However, the final decision on the type of program is decided by the Unit Team. The team consists of:

Counselor III;
Counselor IV;
Correctional Corporal.

This team also makes the final decision on removal of a resident from any education, vocational or work program and the development of another plan.

The classes are open-entry-exit.

Remedial Phase

Enrollment: current 11
Criteria: tested grade level of less than 5.5
Goals: to raise grade level to 5.5 or better
Curriculum: extensive use of programmed materials in Arithmetic, Reading, Map Skills, and Writing
Completion time: average 4 months (wide range)
Staff: one full-time instructor - college degree completed
salary - $14,310
7 volunteers - @ 4 hours/week
student-teacher ratio - 11/1

Intermediate Phase

Enrollment: current 20
Criteria: MAT grade level score between 5.6 and 8.4
Goals: raise grade level score to 8.5 or higher
Curriculum: extensive use of programmed materials in Math, English, and Spelling
Completion time: average 2.5 months
Staff: one full-time instructor - college degree completed
salary - $13,350
student/teacher ratio - 20/1

Secondary Education Phase

Enrollment: current 77
Criteria: minimum grade level score of 8.5
Goals: (1) to raise tested grade level score to 9.5 which qualifies the resident to take the G.E.D. exam. Obtaining G.E.D. certificates
(2) to complete the required courses necessary for the high school diploma

Curriculum: traditional high school courses: U.S. History, Geography, Modern Problems, English, etc. Regular classroom sessions - one time block for each subject
Staff: five full-time instructors allocated, however, currently only three full-time instructors teaching
2 completed B.A.; 1 completed M.A.
salary - $64,100 (5 instructors)

Oregon Women's Correctional Center

The program began its operation on a part-time basis in 1966 and on a full-time basis in 1972. Currently there are three residents in the A.B.E. program. Twenty-six residents are eligible and the average enrollment is ten women. The program is primarily a G.E.D. preparation program with remedial education being almost non-existent.

The criterion for entrance is lack of a high school diploma or equivalent. Upon admission to the Center, the Program Committee (comprised of: the Educational Director; a Correctional Counselor; a Children Services Caseworker; a Vocational Rehabilitation Counselor; and a Correctional Officer) meets with the resident to decide on a training program. Although women are not required to enter an education program, they are strongly encouraged to do so. Test scores of the Metropolitan Achievement Test are used to determine entry level. The A.B.E. program is open-entry open-exit, allowing a resident to be admitted at any time. Removal from a program is also determined by the Program Committee.

Education Staff

The staff consists of the Program Director, who also serves as a full-time instructor teaching traditional secondary education courses; a half-time instructor who teaches both G.E.D. courses and secretarial courses; and one volunteer who works three hours per week.

Education background: Both instructors have a college degree
Staff salary budget: $16,692
Student-teacher ratio: 2 to 1

The average length of time for G.E.D. Certification is three to five months. The resident spends approximately four hours a day, five days a week in classroom activities, with the main subject area concentration in English and Math skills.

Facilities

The educational section of O.W.C.C. consists of a trailer with three small classrooms and one office. There is no educational "hardware" to aid in teaching and only a limited supply of current texts and related materials.

REVIEW OF RESEARCH

Corrections staff input was obtained in three ways: (1) a staff survey was distributed to all A.B.E. staff members; (2) community college on-site visitations by a research staff member and the Education Coordinators of the three institutions were made; and (3) each education administrator was asked to update information received from an earlier Educational Coordinating Council study.

The staff survey showed all of the instructors to have at least a college degree, many with graduate school training, and several with masters degrees. The percentage of certified teachers is 100 percent.

Each staff member was asked in open-ended questions to indicate the strengths and weaknesses of the current A.B.E. program. Responses to weaknesses were more extensive than responses to strengths. The two most frequent responses regarding strengths of the program were:

> The program provides a G.E.D.; a credential needed for future employment;
>
> The program enables each resident to progress at his/her own rate.

The four most frequent responses regarding program weaknesses were:

> The program is too narrowly defined;
> Correctional institution problems that affect the education program;
> Lack of adequate staff;
> Lack of adequate facilities.

Other problems mentioned were: student goals are not considered enough in program planning; teachers' opinions and recommendations are not sidered in Unit Team decisions; institutional teachers are isolated from the mainstream of the academic community resulting in stagnation and negativism; and the A.B.E. programs are not linked to other educational programs either inside the institution or outside in the community.

The staff were then asked to respond to the idea of teacher rotation. Three alternatives were presented:

Teach part-time in a community college/
part-time in one corrections institution

1st choice 42%
2nd choice 33%

Remain in same institution - no rotation

1st choice 50%
2nd choice 17%

Rotate within three correctional institutions

1st choice 0%
2nd choice 25%

Another question asked their opinion of an outside educational unit coordinating and operating all the A.B.E. programs in the corrections institutions. Their responses showed:

31% - in favor
30% - maybe; if correction institution problems were considered
39% - opposed. All of those responses were based on a concern for an outside institutions' lack of knowledge of correctional problems.

Both the responses received from the corrections educators following their on-site review of two community college A.B.E. programs, and the requested updating of information describing their programs were incorporated into this report.

The second major phase of the A.B.E. program examination involved the creation of an advisory committee consisting of eight A.B.E. specialists from six community colleges, a representative from the State Department of Education, and an assigned staff researcher. This committee met first to visit the three correctional institutions to review existing programs and discuss their impressions of these programs. The committee members were asked to evaluate the existing corrections education A.B.E. programs and formulate recommendations for improvement of these programs. The committee members were given a few weeks to consider their visitations and formulate recommendations individually before being brought back together to discuss and develop final recommendations. The staff researcher was responsible for providing a review of relevant literature and the results of additional research being conducted. The following recommendations are the product of this advisory group's work.

PROGRAM RECOMMENDATIONS - ADULT BASIC EDUCATION

The principal program recommendation offered in the A.B.E. phase of the study regards a basic restructuring in the manner in which this level of education is delivered to the institution resident.

> WE RECOMMEND: *That Adult Basic Education services be provided residents of Oregon's corrections institutions through contract with one of the state's community colleges; and that this contract provide for the administration and delivery of these services through the establishment of Study Skills Learning Centers to be staffed by instructors with full college standing.*

Following is a brief description of such a learning center oriented program.

The Study Skills Learning Center*

Three types of learning programs are offered:

An individualized program in which the student works in the Center under the guidance of an instructor;

An independent program in which the student checks out appropriate programmed materials and works on his own with the option of returning periodically to consult with an instructor; and

Group classes in reading, study skills, spelling, etc.

Through the Center, students are provided supplementary and programmed texts, audio-tutorial materials, audio devices, film strips and teaching machines to assist them in each of the program areas.

Individualized Program

A student with a serious skill problem would enroll in the individualized program. The student is assigned to an instructor and scheduled into the Center on an appointment basis. The instructor is responsible for diagnosing the student's problem and constructing corrective lessons. Multi-level materials and several modes of learning media can be used in developing a lesson. Each lesson generally lasts one hour. The first fifteen minutes of the lesson are spent consulting with the instructor and the student spends the balance of the time working independently in the lab area. As the student leaves the Center, he leaves his record folder, which contains his lesson plans, diagnostic information, and answer sheets with his instructor. This allows the instructor to review the student's performance and plan the next lesson before the student returns for the following appointment.

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*This description is taken in large part from a description of the Lane Community College Study Skills Learning Center.

Independent Program

The Center contains a wide variety of material that lends itself to independent study programs. The math program is an independent program that has been very successful. Through the math lab we can provide the student with math materials from basic arithmetic through college math. If a student is enrolled in a college transfer or vocational math course, and he is experiencing difficulty mastering a particular concept or skill, he can use the services of the math lab to correct his problem. The math lab instructor will consult with the student, isolate his problem, and supply him with the appropriate programmed materials. If the student requires some assistance in addition to the programmed materials, he is encouraged to return to the math lab and seek the assistance of the instructor.

Group Classes

The Accelerated Reading course is designed to refine and extend the reading skills of the average or above average reader. The average reader is defined as one who can read at least 250 wpm with 70 percent comprehension on the Triggs Diagnostic Reading Test. The class meets for 24 hours and may carry vocational credit. The emphasis is on the development of an efficient, flexible reader through the application of a variety of reading techniques.

The spelling class is offered as a self-improvement course on a non-credit basis. Several spelling texts, tapes, and different types of instructional media are used. The student is taught a specific technique for learning words, and he develops his own list of "functional" spelling terms from his writing vocabulary. These functional words are taped by the student and checked by the instructor for the correct pronunciation and usage. This also serves as a mastery spelling test for the student. In conjunction with the development of functional word lists, certain spelling generalizations and principles are also taught.

The Effective Learning Skills course emphasizes five basic study strategies: (1) a textbook study technique -- SQ3R; (2) time management; (3) examination skills; (4) notetaking techniques; and (5) library skills. The course may carry credit. We strive to develop these five strategies to a functional level through direct classroom practice. The class is functional rather than theoretical in nature; the student is applying the skills in class rather than just listening to an instructor talk about them.

The Center is used to accomplish many different goals:

> For the student whose education has been interrupted and is now returning, the Center allows him to get back into the "swing of things" before entering regular classes;
>
> For the adult who has never been to college, it affords an opportunity to experience the learning process without the demands or pressuress of the classroom;

> For the student with a severe learning problem or skill deficiency, it offers an opportunity to correct the handicap; and
>
> For the student with a specific learning problem, it presents an avenue of personal and immediate attention.

The learning center concept answers a number of the demands being made on education today. It provides the student with a variety of learning experiences without the rigidity and restraints of a conventional classroom; it encompasses students at all skill levels; it encourages the initiation of new learning techniques; it serves as a viable forum for the discussion of student learning problems; and, most important, it offers the student a humanized solution to his skill problems.

The following specific program recommendations, developed as a part of this study, are organized into five areas: Entrance; Program Operation and Governance: Program Components; Supportive Services; and Student Status.

Entrance

Finding: Residents are not exposed to all education program possibilities before their placement.

Recommendation:

Provide the new resident exposure to all the educational alternatives available to him/her including the Learning Center through an education orientation and awareness program.

During this orientation, appropriate testing, such as interest and achievement tests, should be available to help determine a resident's educational needs and an individualized instructional program to fit the basic education needs of each resident should be developed.

Finding: Residents are sometimes placed into educational programs below their educational attainment on entrance to the institution without apparent justification.

Recommendation:

A resident's educational status in the A.B.E. program should be based on both the level of educational attainment on entrance to the institution and supplementary achievement tests taken during the orientation.

Finding: A lack of clarification of criteria for entrance into the A.B.E. programs.

Recommendation:

Base a resident's entrance into the A.B.E. program on lack of a high school diploma or its equivalent upon entrance to the correctional institution.

Provide access to the Study Skills Learning Center for additional skill building for all residents in the correctional institutions.

Finding: A lack of clarification of program goals for both resident and staff.

Recommendation:

Formulate and develop in writing program goals for each participating resident and develop an individualized program adapted to each resident's specific needs and abilities.

Finding: Resident has little choice in the decision to enter or to withdraw from the program.

Recommendation:

A resident should be allowed to make final decisions regarding his/her participation in an educational program. A client's decision to exit a program prior to completion should be preceded by consultations with advising and career counseling staff.

Program Operation and Governance

Finding: A lack of total A.B.E. program coordination and continuity within the three correctional institutions.

Recommendation:

A.B.E. programs in all three correctional institutions be coordinated by an outside education unit. This can best be provided for through a contract with one community college to coordinate and administer A.B.E. programs for corrections clients. Performance needs and specifications should be stated as part of this contract.

There should also be created an Advisory Board comprised of representatives from various constituents to provide assistance in special program development. The representatives would be from:

Oregon Community Colleges;
Four-year educational institutions;
Corrections staff;
Corrections residents.

Recommendation: (cont)

The A.B.E. program be organized in the following manner:

Organizational Chart

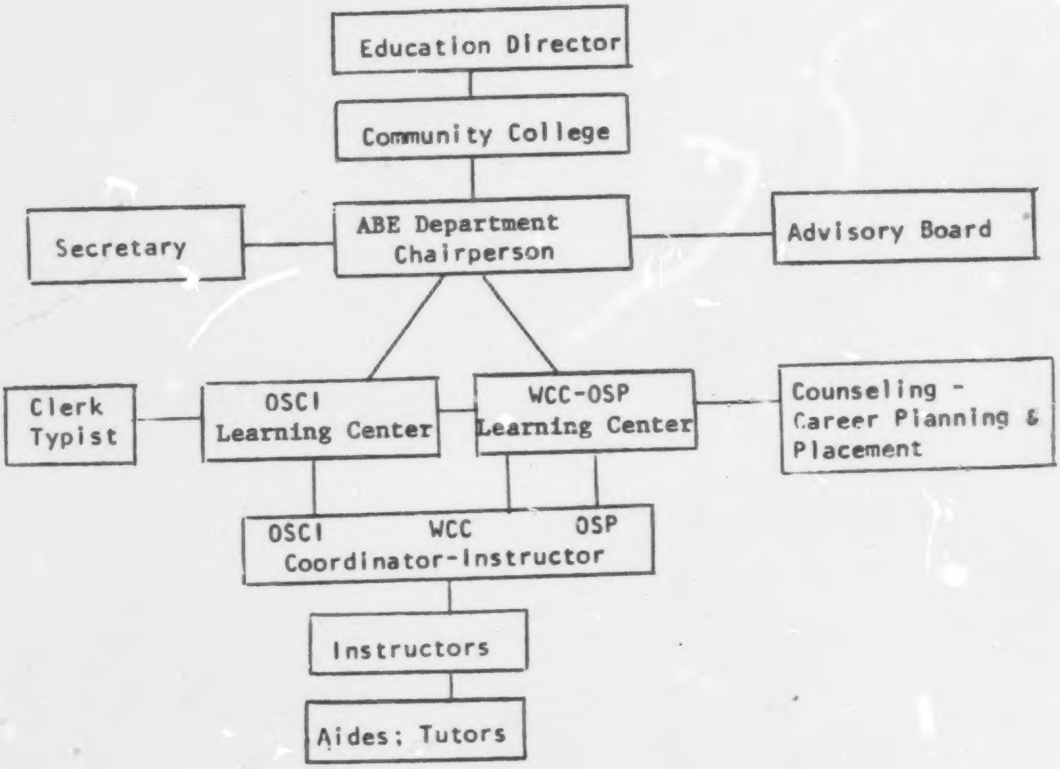
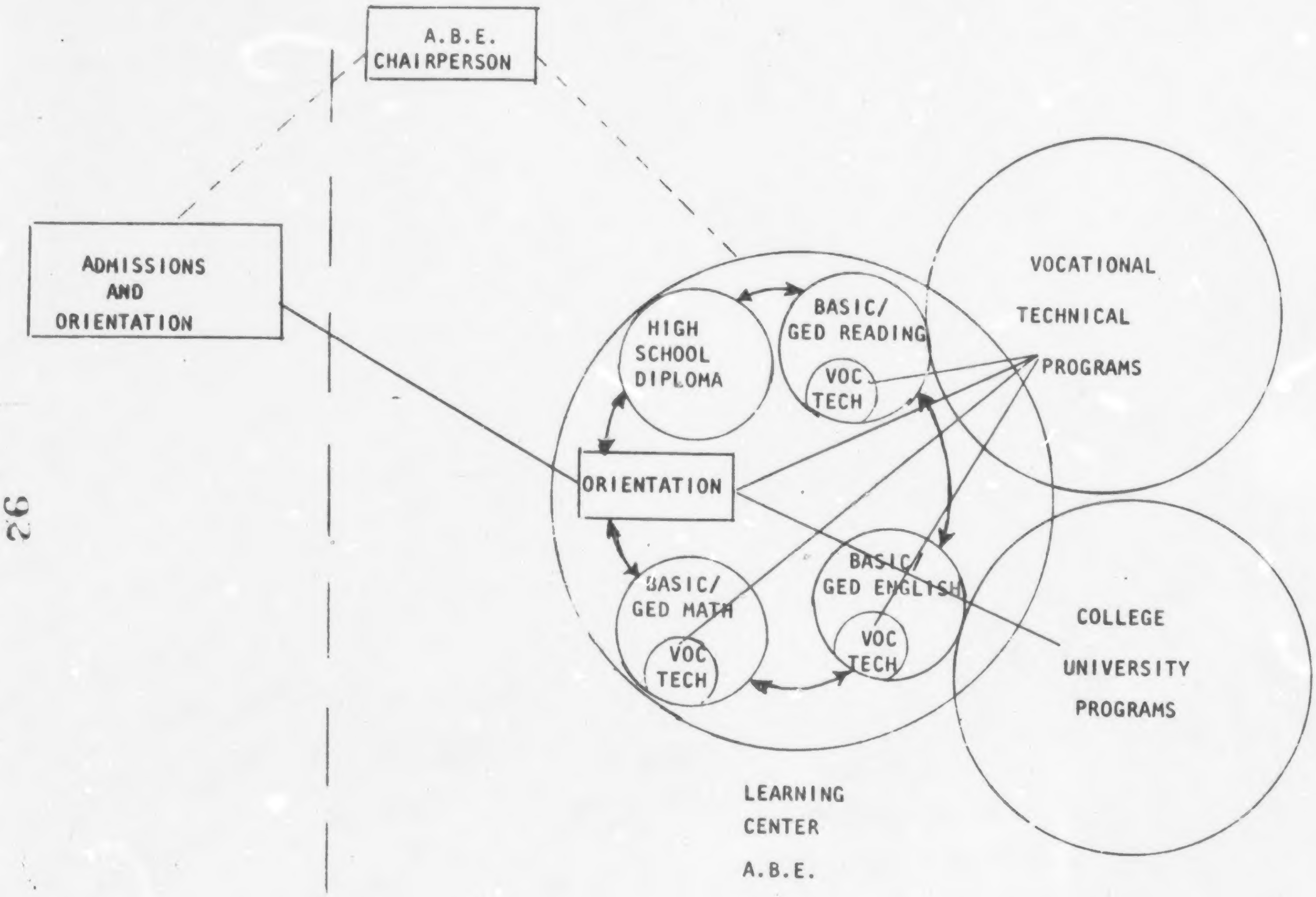

Education Director
Community College
Secretary
ABE Department Chairperson
Advisory Board
Clerk Typist
OSCI Learning Center
WCC-OSP Learning Center
Counseling - Career Planning & Placement
OSCI WCC OSP Coordinator-Instructor
Instructors
Aides; Tutors

DIAGRAM AND FLOW CHART

ABE PROGRAM*


A.B.E.
CHAIRPERSON
ADMISSIONS
AND
ORIENTATION
HIGH
SCHOOL
DIPLOMA
BASIC/
GED READING
VOC
TECH
ORIENTATION
BASIC/
GED MATH
VOC
TECH
BASIC/
GED ENGLISH
VOC
TECH
VOCATIONAL
TECHNICAL
PROGRAMS
COLLEGE
UNIVERSITY
PROGRAMS
LEARNING
CENTER
A.B.E.

*Prepared by:
M. St. John
Portland Community College

Finding: Lower priorities exist for basic education skill development than for advanced education programs.

Recommendation:

Reorder education priorities in correctional institution to provide the needed educational programs for all the resident population. The majority of the correctional institution population needs basic education skills, therefore, programs to meet these needs must be given a higher priority in terms of resource allocation.

Recognize that the institution population is comprised of adults many of whom have a deficiency of prior formalized education. The type of educational training and materials appropriate for children are not appropriate for maintaining the interest, motivation and self-respect of adult students in Adult Basic Education. Greater resources are necessary to support the development of innovative teaching in this area.

Finding: Isolation of A.B.E. programs both from other programs inside the institution and from the outside community.

Recommendation:

To take full advantage of the educational potential in a correctional institution, it is necessary that academic curriculum, vocational education, and work-maintenance activities be integrated into a Total Education Program concept with direct coordination of vocational education and A.B.E. program components. For example, if a student needs additional math skills to supplement his/her vocational education, then an individualized math course should be jointly designed with the vocational instructor to meet these needs.

Recommendation: (cont)

Provide a direct link with community colleges and other outside educational institutions to enable residents to continue A.B.E. studies when they are released from the correctional institution and assist and encourage the resident who has a G.E.D. or High School Diploma to move directly into either a vocational or academic program when he/she is released.

Finding: Residents have little opportunity to provide input into the decision-making process that governs the development and operation of the A.B.E. program.

Recommendation:

The resident should play a principal role in the decision-making process regarding his/her own program; and members of the resident population should be encouraged to serve in advisory capacities regarding general program development.

A Program Committee should be created in each center. The committee should be comprised of representatives from the contracted community college, the institution administration, education staff, and participating residents. The committee would be responsible for recommendations regarding program improvement, study materials, books for the library, etc.

A periodic evaluation of the A.B.E. program including a review of teacher performance, curricular offerings and general program operation should be conducted and should include resident participation.

Program Components

Curriculum

Finding: The A.B.E. program curriculum is generally restricted to the traditional classroom approach.

Recommendation:

Develop a Learning Center approach to Adult Basic Education designed for individualized study with each student progressing at his/her own pace.

A Learning Center is an area that can provide for both individualized and small group learning in a complete range of subject matter and at all levels included in an A.B.E., G.E.D., and high school diploma curriculum. The curriculum is planned to meet these individual's needs -- ranging from non-readers and writers to those working towards a G.E.D. The program does not separate primary education from G.E.D./High School Diploma preparation but instead adjusts the amount and intensity of the education activities to meet the interests and capacities of the resident. The individualized instructional and programming approach precludes failure. The resident works at his/her own rate and only moves to the new tasks when he/she has mastered the old ones.

Each resident participating "full-time" in the program would be involved in a four-hour block of instructional activities per day (4 hours per day/5 days per week). Additional blocks of time would be scheduled for study time outside the Learning Center.

Finding: The curriculum is narrowly defined and does not provide for broad areas of course work.

Recommendation:

Provide a more comprehensive instructional program to include such course topics as: Consumer Education; Ethnic Studies; English as a second language; "survival skills" (check book balancing, landlord-tenant relations, etc); health and social education courses and courses in the arts.

Provide the option of obtaining a High School Diploma through an outside education institution. This would be developed in accordance with State Department of Education requirements and in cooperation with local high schools and the contracted community college.

Create a coordinated curriculum option to allow a resident to divide his/her time between vocational education, the A.B.E. program, and the college program.

Staffing

Finding: Lack of adequate staff to meet the Adult Basic Education needs of the client population.

Recommendation:

That staff in the following categories be retained using a 15/1 student F.T.E./staff ratio as a general guide:

A.B.E. Chairperson

Responsibilities: Coordination and direction of the Adult Basic Education program in all three correctional institutions.

Salary: $16,000 (approximation)

Coordinator-Instructor

Responsibilities: There would be a coordinator/instructor in each institution who would coordinate the A.B.E. within that particular institution. This would be a rotating position. When the coordinator/instructor is not functioning as a coordinator, he/she will be a full-time instructor.

Salary: $12,000 (approximation)

Instructors

Responsibilities: Teach full-time in A.B.E. program (except when in coordinator/instructor rotating position). This includes both remedial education and secondary education teaching skills.

Salary: $12,000 (approximation)

Educational-Career Planning Counselors

Responsibilities: To help develop educational programs for resident.

To help solve education problems a resident might be having.

To provide career information and planning for residents.

Salary: $12,000 (approximation)

Secretarial Staff:

Secretary: Full-time to assist the A.B.E. program.

Salary: $ 7,000 (approximation)

Clerk-typist: Half-time to assist the A.B.E. program.

Salary: .50/$4,500/year = $2,250 (approximation)

Aides:

Responsibilities:	Assist instructor in teaching and other "classroom" responsibilities.
Salary:	$6,000 (approximation)

Volunteers/Practicum Students: Drawn from both the resident population and the outside community.

Responsibilities:	Assist the program in tutoring, other needed "classroom" activities.
Salary:	Receive education credits for their work

Finding: A lack of coordination in hiring teachers within the institutions.

Recommendation:

Community college guidelines for hiring procedures would be followed for the A.B.E. teachers. This would enable a wide variety of qualified persons to teach in the program. It would provide the option of hiring a qualified person with a G.E.D. and experience as an aide as well as a person with a M.A. in Education.

Education Counselors should have some career planning educational training and experience in addition to the general education requirements.

Finding: Teachers and staff are isolated from outside educational activities; the result being stagnation, negativism and stigmatization.

Recommendation:

Provide staff access to further educational development.

Recommendation: (cont)

Develop a method of teacher rotation between an outside educational institution (such as a community college) and the corrections institutions. For example, an instructor would teach part-time in the A.B.E. program in a community college and part-time in the A.B.E. program in a correctional institution or teach two terms in a community college then two terms in a correctional institution.

Provide release time for instructors for their educational development including: advanced college training; education conferences and workshops; and corrections conferences and workshops.

Finding: A.B.E. staff not reflective of the cultural make-up to the resident population.

Recommendation:

Development of a strong Affirmative Action hiring program to ensure representation of a range of individuals from differing cultures, ethnic groups, political groups, religious backgrounds and sexes within the A.B.E. staff.

Finding: The student staff ratio was too high to provide the individualized attention and guidance needed in an A.B.E. program.

Recommendation:

A 15/1 student-teacher ratio should be used as a guide. For every 15 student/F.T.E., a teacher and non-paid tutor should be assigned. When the sixteenth student is added a trained aide should also be added. When the 25th student is added, another non-paid tutor should be added. Therefore, in a "class" of 29, the staff would include: 1 teacher; 1 trained aide; and 2 tutors.

Recommendation: (cont)

The Learning Center would be staffed from 8:00 a.m. until 4:00 p.m. daily. At least four instructors would be available in the Center during these times, while other instructors would be teaching in contained classrooms.

A 100/1 student-education counselor should be used as a guide with the addition of aides when necessary.

Facilities

Finding: Lack of adequate and comparable facilities in the three correctional institutions.

Recommendation:

Form two Study Skills Learning Centers: an O.S.C.I. Center and an O.W.C.C.-O.S.P. Center (located within O.S.P.).

Because of the enormous cost of maintaining complete separate education facilities for the Women's Center the O.W.C.C. and O.S.P. programs should be combined. The women residents would have full use of the educational opportunities at the O.S.P. center. However, a coordinator/teacher should be placed on-site at O.W.C.C. to work out scheduling, security and any other problems encountered.

Finding: Existing classroom facilities, with moderate changes, can be used for the learning center.

Recommendation:

Structural modification of existing facilities at O.S.C.I: The addition of a security door at the entrance to the education section, and the removal of two or three walls between existing classrooms to provide space for an open education center.

Recommendation: (cont)

A large room that could facilitate 75-100 people is needed to house a common-media program within each Learning Center complex. Approximately 5-10 classrooms could be used for contained classroom instruction. (These classrooms are now being used for A.B.E. classes within the institutions.)

Equipment

Finding: Lack of adequate materials and learning-aid equipment.

Recommendation:

Provide adequate programmed materials and reading labs for individualized programming, video equipment, and updated texts and related reading material.

Supportive Services

Finding: Lack of adequate educational counseling and career information provided for the residents in the A.B.E. programs.

Recommendation:

Create a unit in educational counseling and career planning and placement to supplement the A.B.E. and other educational programs and assist the A.B.E. program in the development of the individualized educational programs.

Student Status

Finding: Residents in A.B.E. program were not receiving payment for their participation in the education program while their counterparts were receiving daily wages for participation in work assignments.

Recommendation:

Provide a stipend for residents' participation in the A.B.E. program. Such a payment would provide recognition that all educational programs, including basic education are not subordinate to work activities and support the concept that work and academic programs are both educational experiences and are supplemental to each other.

VOCATIONAL/PARAPROFESSIONAL EDUCATION

It is the first of all problems for a man to find out what kind of work he is to do in this universe.

Thomas Carlyle

The public has got to start pushing for real programs... and pay that way, or they'll pay the other....They just don't realize: these doors keep going around and around and around.

An Inmate
1973

REVIEW OF EXISTING PROGRAMS

The vocational training programs now offered within the correctional institutions are designed for residents who have not received prior training and are thus comparable to the introductory phase of corresponding apprenticeship training programs. The academic standing required for entrance into a vocational training program varies, however an 8.5 grade level is the generally accepted minimum academic requirement.

Oregon State Penitentiary

A new vocational training facility was completed in 1971 and vocational training is now available to approximately 67 men with a waiting list of 46. All courses are approximately ten (10) months in duration. The Farm Annex presently maintains 66 farm workers and 16 work release participants. Training is currently available in the following vocations:

Auto Mechanics
Body and Fender Repair
Carpentry/Cabinet Making
Drafting
Electricity/Electronics
Welding
Computer Programming/Maintenance
Animal Husbandry (Farm Annex)

There are six vocational instructors, each with a student/staff ratio of 11/1, one academic teacher with a 27/1 ratio and one Chemeketa Community College instructor. The pay range for the institution vocational instructor is $789.00-$1007.00 compared to the academic teacher at $1155.00. The Chemeketa Community College instructor is paid on a contractual basis, $450.00 a term for three credit hours, to instruct in the computer course.

The annual total cost for this program is approximately $189,000.00 with an approximate cost per student of $2,360.00.

Oregon State Correctional Institution

An expanded vocational training building now houses 18 vocational classes which are approximately ten (10) months in length. There are presently 171 students enrolled in all vocational programs which, at capacity, can accommodate 194 students. There are 63 individuals waiting to get into these programs. The classes offered are:

Automotive
Barbering
Body and Fender
Bricklaying
Drafting
Electro-Maintenance
  Appliance Repair
Graphic Arts
Landscaping
Meatcutting
Metal and Wood Refinishing
Radio and T.V. Repair
Shoe Repair Orthopedic
  and Leather Shop
Small Engine Repair
Welding
Building Maintenance Service
Business Machine Repair
Cooking
Carpentry/Cabinet Making

The cooking and welding training areas have no instructor at the present. There are 16 vocational instructors, one Related Trades instructor and one volunteer in Electro-Maintenance with an 11/1 student/staff ratio. Their pay range is $789.00-$1007.00.

The total annual cost for the programs is approximately $352,400.00 with an approximate cost per student of $1,950.00.

Oregon Women's Correctional Center

Because the Women's Center does not have adequate space or staff for a number of programs within its facilities, heavy emphasis is placed on the utilization of community-based programs. There is a secretarial training program offered in cooperation with O.S.P., and a Nurses Aide training program at the Oregon State Hospital.

The State Division of Vocational Rehabilitation has assigned one staff member to the Center to provide services to the residents. His pay scale is $829.00-$1056.00.

REVIEW OF RESEARCH

Corrections staff input was obtained in three ways: (1) staff were asked to respond in writing to open-ended questions concerning their opinions of the strengths and weaknesses of the existing programs and any recommended improvements that might be made; (2) community college and proprietary school on-site visitations by a research staff member and the vocational training directors; (3) each vocational director was asked to update information received from an earlier Educational Coordinating Council study.

The staff responses to our survey provided an unusually insightful view into the problems and potentials of work in their field. The following are excerpts from the response prepared by Gene Hilfiker, Director of Vocational Training, at the Oregon State Correctional Institution.

> ### Integration of Education Programs
>
> The "ideal" would be to have no duplication of programs between our two institutions with a transfer of students between the two institutions to meet their training needs. To continue this "ideal" we need to integrate our programs with the community colleges, private schools, etc. We are only a minute part of the residents total career development but we keep thinking we should develop individuals through the total sequences of awareness, exploratory, skill development, placement and followup. We can't possibly do it all and we certainly need help. We just don't have the facilities or personnel to cover all five of the areas. At the present time, we are only satisfying the student's need in the skill development. It may be that we will have to concentrate on the awareness and exploratory areas and have other institutions and/or programs accept the responsibilities for skill development, placement and followup. With time spent in the institution getting shorter we may eventually find the resident has no time for skill development. A true career education program would include the total institution with every job or training assignment designed to be part of the resident's career education program.

Curriculum

Our need would be for a program where the students could leave the institution with marketable skills or with hours of training that could be transferred into an associate of arts program with the community college, continue training in a private college or becoming indentured into an apprenticeship training program.

Placement - Accountability

One of our hangups is the accountability of our programs. We are evaluated by the success of students being placed on jobs related to their training with no concern for the development of attitudes, work habits, decision-making ability, civic and social responsibilities, or even the feeling of self-fulfillment. These are important areas that tend to be continually overlooked.

Still we have little to do with the placement of our students. We have little feedback from transitional services or employment personnel concerning the placement or success of our students. We determine the needs of the community; gather information on the resident; determine their need; then we develop and implement a program to meet these needs; and then we claim that we are meeting the needs of the residents. We have done little to evaluate the success of our program. How do you measure the success of a program of this nature? Some say its job placement, but there are so many other factors involved we cannot measure the success of the program solely on the placement of our students on jobs directly related to their training.

We need vocational counselors (or some other classification) to work with the students from awareness through followup. They would also work with steering committees, advisory groups, apprenticeship councils, community colleges, private schools, etc., in developing viable programs for each student. This is our weakest area and our attempts to correct it have met with failure in our budget recommendation every biennium.

Funding

In the past we have not had the benefit of monies from federal grants, etc., and have had to rely solely upon the budget as approved by the legislature. We did obtain approval for Federal Surplus Property but could only purchase the equipment that was not "earmarked" for another school. We did not qualify for the "MEER" program that was used by the community colleges to obtain all of the big equipment on loan from the Federal Government.

> We have lost thousands of dollars in free equipment and federal grants by not being under the Board of Education or some other department or agency.
>
> Staffing
>
> It seems that the instructors in the community college setting have more flexibility in salary adjustment based on trade experience, education and longevity with a wider pay range.
>
> We need the wider range with flexibility for salary adjustment in line with education, experience, etc. I have instructors who have been at the top of their pay scale for eight years with no incentive to advance professionally. During the last three or four years I have had to actually "beat the brush" to find craftsmen with the potential to instruct. I then had to convince them that there were rewards in accepting these positions. When the personnel section can only come up with a listing of one or two applicants to fill a position, then I think we had better take a hard look at this situation.
>
> Along with this, our instructors spend 35 hours a week with the students and have 5 hours for class preparation, counseling, record keeping and writing reports. The community college instructor spends 20 to 25 hours in class and lab with 15 to 20 hours to prepare instructional materials.
>
> Instructors in other settings generally have summer off to attend school and work in the industry to up-date themselves on the need of industry. I have two instructors who have been with me for 13 years and have had no opportunity to work in a shop on the street during this time.

Concerns similar to those of Mr. Hilfiker were also voiced by Dick Eastman, Director of Vocational Training at the Oregon State Penitentiary, and numerous members of the instructional staff.

The responses received from the vocational training directors following their on-site visitations to both community college and proprietary school vocational programs, and the requested updating of information describing their programs were incorporated into this report.

The second major phase of the examination of vocational education consisted of a field study of the employment patterns of persons who had received vocational training while incarcerated during the 18-month period January 1, 1972 to June 30, 1973, and were subsequently found to be on parole at the time of this study. The sample population was limited to the paroled population only because resources did not allow for the location of other previously incarcerated persons in the community. The sample population was formed by comparing lists of those persons who had received vocational training from January 1, 1971 to June 30, 1972, with lists of all persons who were on parole at the time the surveys were administered.

A total sample of 247 persons was identified. Surveys were mailed to the five regional parole offices requesting the following information from the records of each subject: age; type of training received while incarcerated; length of training while incarcerated; title and description of first employment/education following re-entry into the community; and title and description of present employment/education, if different. The survey questions were designed to: (1) indicate a relationship between training received and first employment/education following release from the institution; (2) indicate the stability of that employment/education; and (3) indicate the level of continued education and training.

A total of 149 responses were received from the request for information of the total sample population of 246. Responses were not received regarding the remaining 98 subjects due to two reasons. Either they were found to be out of state or there was no record of the subject in the area parole office. The 149 responses received came from the five regional parole offices in the following percentages: Portland - 39%; Eugene - 20%; Medford - 19%; Salem - 17%; and Pendleton - 5%. The results of this survey include the following findings based on the 149 responses received.

Relationship of Employment to Training Received

Of the individuals sampled, only 21% had found first employment following their release from the institution that was related to the vocational training that had been received while incarcerated. At the time the survey was conducted, only 13% of the respondents were employed in an area related to the training that they had received.

Viewed in a different manner, 66% were employed in an area not related to their training in their first job following release, while 52% were in a similar category at the time this survey was conducted. This decline between the first and second time periods was found to be due to an increase in unemployment among the sample population.

Continuing Education

Only 10% of the respondents continued to pursue their education on a full-time basis as the first activity following their return to the community. At the time the survey was conducted, 9% were involved in educational pursuits on a full-time basis.

Unemployment - Custody

Less than 3% of the respondents failed to identify for themselves some employment or education program as a first activity following their parole to the community. However, by the time the survey was conducted 23%, or approximately one in four, were either unemployed or had been returned to custody.

The results of this research clearly indicate that participation in existing vocational training programs within the correctional institutions does not often result in the identification of employment in the area of training received following release from the institution. In interviews with parole officers regarding this study, it became apparent that these results are, in all likelihood, a reasonably accurate reflection of the entire parole population. But the fact that a positive relationship does not exist between vocational training received and employment following release does not provide us with an indication of why this situation exists. Is the training adequate, but offered in areas in which the job market is saturated? Or is the training of poor quality in areas offering excellent job opportunities? Or will training received in a prison not be recognized by employers? Most likely, each of these questions is indicative, in part, of the problems faced in attempting to provide the prison resident with education and training programs that will lead to increased employment opportunities.

While this follow-up study does not provide information regarding what specifically can be done to improve the vocational education available to the inmate, it does point out that if the goal of the present vocational training programs is to provide for the development of job skills that will lead to employment in the community, the program is not succeeding.

One might argue that development of good work habits is equally important and that any type of employment gained by former vocational training students speaks well for the program in this regard. But there appears to be little logic or evidence to support this contention. A recent comprehensive survey of the three correctional institution populations conducted as part of this study indicated that only 16 percent of this population was unemployed immediately prior to entering prison. It seems difficult to argue the positive benefits of existing vocational training programs based on "development of good work habits" when eight of every ten inmates are employed prior to incarceration - an indication that adequate, if not good, work habits existed among the majority of this population prior to incarceration.

Further, it seems that if the goal of this vocational training is to be principally the development of good work habits, there are much less costly and more effective education programs, designed specifically for this purpose, that could be utilized.

A review of the literature has provided information on a similar type of follow-up study of prison vocational training that is much more comprehensive in scope than that reported above. The description of the methodology and findings of this study is taken from Taggart, The Prison of Unemployment, with underlining for emphasis added.

> The projects funded under Section 251 of the Manpower Development and Training Act provide a much better basis for assessing the effectiveness of vocational training in prisons. Twenty-five projects (in 30 institutions) funded in 1968-69 have been carefully studied. These provided assistance to 2,877 offenders, all but 184 of them in state prisons, with a high concentration in the South. The clientele was almost totally male and two-fifths nonwhite, with more than three-fifths between 20 and 29 years old, and only 10 percent under 20. It was obviously "creamed" from the total prison population since seven out of ten had nine or more years of education, compared with only two-fifths of the national inmate population of state prisons. Nevertheless, these trainees were significantly more disadvantaged than the national MDTA clientele, of which four out of five had more than eight years of schooling in 1968 and two out of five had completed high school, compared with less than a fourth of prison participants.
>
> The quality of training and its intensity varied markedly from project to project. Most participants were given welding, auto mechanics, and upholstery courses, but over thirty different fields were offered. The average cost per trainee was between $1,000 and $1,500, of which between a fifth and a fourth went for payments to trainees. Vocational courses varied widely in their quality, with more than a third (in the judgment of field investigators) having serious equipment problems or other deficiencies. The claim made by those

who have evaluated the program is that the uninspired selection of courses and the poor way they were implemented by many prison staffs undermined the effect they could have had with more careful and innovative selection and implementation.

A number of supportive services were provided in addition to vocational training. Four-fifths of enrollees received basic education, and nine-tenths received counseling; but again, the quality and duration of these services varied markedly. More than half of the trainees received special job development and placement assistance from either the Employment Service or the MDTA staff, but many received no special help.

To assess the impact of these services, the postrelease experiences of enrollees and over 1,000 controls were measured three and six months after release. There are some very technical reservations about the analytic methods and the data base; but despite these deficiencies, the evidence is more comprehensive than for any other offender manpower effort. The groups of experimentals and controls were matched according to most variables, with the exceptions that 49.4 percent of controls were 24 years old or less, compared with only 38.3 percent of trainees; and that only 34.3 percent had three to nine years of previous gainful employment, compared with 42.3 percent of trainees. There was no correction for these possible causes of less successful postrelease adjustment by controls. On the other hand, the nonresponse bias probably worked in favor of controls since closer tabs were kept on trainees and failures at work among controls were probably less likely to respond.

At any rate, the follow-up data suggest that training and other services had little impact on postrelease employment experiences. Recidivism was apparently reduced between 3 and 5 percent, but there was little improvement in employment status. Trainees were more likely than controls to be employed full time after three months, probably because of the placement services, but less likely to be employed full time after six months. While trainees earned slightly higher wages, they worked less of the time and tended to earn less overall (Chart 2). Despite the fact that the $1,000 to $1,500 per trainee costs of the MDTA prison projects are about the same as for the overall MDTA training program (and training per se is probably more costly since between 30 and 40 percent of MDTA costs are normally for allowances compared with only a fifth of those in prisons), there is no evidence that it has increased employability.

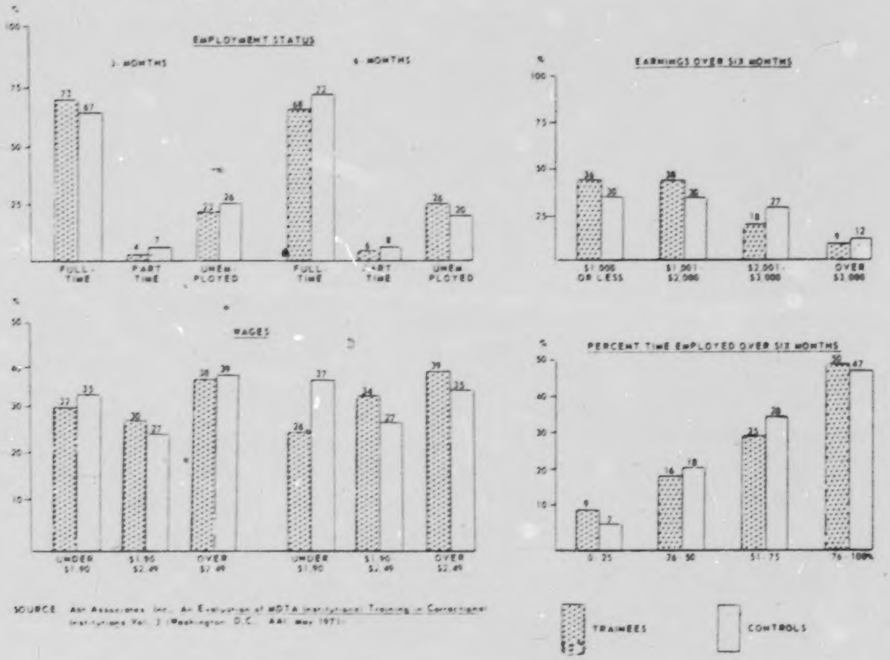
Before concluding that vocational training and supportive services will not work in prisons, it is necessary to break down the aggregate statistics and to consider whether the problems of the 251 projects can be overcome. Experience demonstrated that there are certain individuals who benefit more than others and certain types of training which seem to be more effective. Among trainees the best bet is apparently the better-educated white over-25-year-old, with a previously stable work history. This is hardly surprising, for as under other manpower programs, it is the least disadvantaged who do best. More enlightening are the differences between program offerings. There is evidence that those individuals with extensive counseling and those with more intensive placement services (especially the ones receiving help from both the MDTA staff and the Employment Service) did better in the labor market than those without these benefits. The length or cost of the vocational instruction itself had little straightforward impact on later success, but individuals receiving more intensive basic education tended to do better than those who did not. Trainees also tended to increasingly rate their basic education as the most beneficial component of the program.

In the case of these MDTA projects, deficiences in the quality and choice of vocational courses may have accounted for their meager impact. Evidence suggested that in many cases the prison staffs conducted "business as usual" with MDTA funds. Rather than initiating innovative courses and fully integrating services into a comprehensive strategy of rehabilitation, they tended to use standard procedures and to merely graft the MDTA program onto ongoing efforts. This is one of the dangers any time an experimental approach is expanded, but especially in the case of prisons, where the intractability of the staffs is a major obstacle. However, it is naive to write off the disappointing results by blaming them on uninspired implementation. In many cases, the prison staffs are made a scapegoat; and in others where they are at fault, their actions may be difficult to change. Prison staffs are part of the prison setting, and they cannot be wished away.

On the other hand, many of the problems in implementing 251 resulted from the inexperience of administrators and the newness of the program. Little central direction was provided by the Department of Labor, and prison staffs sometimes floundered out of ignorance. They might do considerably better on a continuing basis.

Whatever the reasons, the fact remains that the MDTA projects in prisons had very little, if any, impact on employability. Based on available evidence, the conclusion would have to be that vocational training as applied under the "251" program will not be very effective in prisons. Examination of the factors associated with the success of participants revealed that the supportive services rather than the training were associated with individual success. In isolated settings, divorced from labor markets, working with second-rate materials and a highly disadvantaged clientele, vocational training alone seems to have minimal impact. It might be a necessary but not sufficient condition for increasing employability, and its effectiveness might be improved; however, this remains to be demonstrated.[1]

CHART 2 THE EMPLOYMENT IMPACTS OF PRISON TRAINING [2]



SOURCE: Abt Associates, Inc., An Evaluation of MDTA Institutional Training in Correctional Institutions Vol. 3 (Washington, D.C.: AAI, May 1971).

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[1] Taggart, Robert, The Prison of Unemployment, The John Hopkin's University Press, 1972, pp. 44-49.

[2] IBID., p. 47.

While Taggart's conclusions must be cautiously considered, review of the literature in this field failed to uncover any studies of existing prison vocational training programs that substantiate their worth in relation to positive placement in the community. Possibly the most significant finding noted by Taggart is that supportive services - vocational counseling and job placement services - were more significant factors in positive job placement than the amount or type of training received. The recommendation for the improvement of vocational counseling and career placement services in Oregon's Corrections system, which are now found to be almost nonexistent, is strongly reinforced by this research.

The third major phase of the vocational training program examination involved the creation of an advisory committee consisting of eight vocational education specialists representing four community colleges, Oregon State University, the Proprietary Schools Association, the State Department of Education, and an assigned staff researcher. This committee first met to visit the correctional institutions to review existing programs and discuss their impressions of these programs. The committee members were asked to evaluate the existing programs with particular focus on: instructional staffing; curriculum; facilities; counseling; and job placement. In the week following the on-site visitation, the committee again met to develop their recommendations. The staff researcher was responsible for providing a review of relevant literature and the results of additional research being conducted. A draft of the committee recommendations was drawn and mailed to each committee member for review, and returned with additions and corrections. A document prepared by Margaret Stone, the proprietary school representative to the committee, was also received and reviewed. The following recommendations are the product of this advisory group's work.

PROGRAM RECOMMENDATIONS - VOCATIONAL/PARAPROFESSIONAL EDUCATION

The principal recommendations offered in the vocational education phase of the study regard a basic restructuring in the manner in which this education is delivered and a broadening of the scope in which this area of education is viewed to include paraprofessional areas of education.

> WE RECOMMEND: *That Vocational/Paraprofessional Education services be provided residents of Oregon's correctional institutions through contracts drawn with four types of institutions: Apprenticeship Training Councils; Community Colleges; Industry; and Proprietary Schools.*
>
> *It is further recommended that these education services be organized and presented in "career clusters" and that these contracted services be coordinated in such a way as to provide for awareness and exploration opportunities to complement the clustered skill development programs.*

Following is a brief description of Awareness, Exploration, and Clustered Curriculum components of a Career Education Program.

Awareness and Exploration

The career concept of education is built around the premise that each person during his lifetime assumes various careers as a citizen and parent, and in earning a living and utilizing leisure time.

As such, career selection becomes a process rather than an event, and requires continual attention throughout the educational experience. These experiences must be consistent with the needs, interests and comprehension level of each individual.

Career education specifies experiences which lead to an awareness of the many occupations within the various careers, in-depth exploration of self and occupations of interest, and the acquisition of marketable skills within broad areas of employment. Postsecondary training, through provisions of armed services, business, industrial, and apprenticeship programs, private or public vocational-technical schools, and/or the community or four-year colleges will allow specialization within the selected career areas.

The following are some specific recommendations regarding the development of a career awareness program:

Utilize selected resource people to assist in presenting concepts closely allied to their occupational specialties.

Relate concepts of mathematics, science, and other instructional areas to application within occupations.

Establish "Career Interest Centers" as areas wherein to utilize slack time in working with tools, equipment, materials, and processes common to various occupations. Opportunities to relate the methods and materials to careers must accompany the interest generation if the experience is to be of maximum value.

Make a study of the occupations involved in the day-to-day operations of your institution.

The exploration phase should foster self-understanding and occupational exploration in preparation for a tentative career selection. To assure maximum opportunity for career exploration, activities such as the following should be provided:

Participation in an organized process of self-understanding and occupational exploration such as is outlined by the SUTOE program developed by the Oregon Board of Education.

Career cluster exploration through existing programs or one of the several "occupational cruises" that are operative within the State.

Access to an extensive career information center wherein a preponderance of audio-visual materials are readily available for study.

Integrate occupational vocabulary and consumer and shop mathematics into appropriate subject areas.

Establish avenues whereby dual credit can be given for reports and papers written in career exploration in other subject areas.

Determine occupational implications to all areas of instruction.

Exploratory work experiences through on-site placement.

Provide opportunity for in-depth study of the required attitudes, aptitudes, skills and knowledges common to the key occupations within the occupational cluster training programs.

Provide a basic study of the economics of work and living to foster an understanding of why and where people work.

The advanced phase, although designed to provide training within specific occupations, should make provision for those students who choose to continue exploratory activities. This can be realized through:

Provision of a comprehensive shop program that exemplifies industrial materials processes, power mechanics, graphic communications, and electricity-electronics skills.

Scheduling of short duration or "mini-courses" in areas of student interest.

Utilization of release programs, under the direct supervision of a qualified vocational staff person, to provide insights into job requirements and benefits.

Continued utilization of community resources through class visitation.

Development and utilization of individualized instructional units in a broad range of occupations.

The total program should provide those career awareness and exploratory experiences by which the student can:

Recognize and rank, in preferred order, a list of impersonal factors to consider in evaluating occupations.

Recognize in themselves and others various personal characteristics that differ among individuals and are related to job performance and satisfaction.

Know, use and be able to evaluate sources of career information and training.

Relate specific occupations to some larger groupings with a "common thread", yet recognize the diversity of skills and educational backgrounds needed in the occupations within major categories.

Show evidence of decision-making ability, acceptance of responsibility, and preferences among job-related values.

Make defensible career decisions based upon a sound understanding of their own interests, aptitudes, and abilities in relation to the known requirements of specific occupations within career families or clusters.

Cluster Curriculum

The career cluster curriculum is based on the concept that occupations can be classified into logically related groups having authentic identical or similar work-performance requirements. Furthermore, a manageable number, about 15 to 20, of these occupational groups or families will be representative of the spectrum of manpower needs and job opportunities in our economy.

Each cluster curriculum centers on the significant identical or similar teachable skill and knowledge requirements common to the occupations in the cluster. Emphasis is given to the competencies required by key occupations in the cluster - those which are particularly representative of significant subgroups of occupations and/or which offer significant employment opportunities.

The focal point for the career cluster curriculum in a comprehensive career education program is at the occupational preparation level. Preparation for employment in a properly identified career cluster helps the student avoid the hazards of premature commitment to a narrow work specialization and provides sufficient breadth to enable him to cope more effectively with occupational and employment changes.

The career cluster curriculum must result in the acquisition of skills and knowledges (occupational competencies) that will qualify the completing student for at least entry-level employment in the cluster occupations and for specialized occupational education and training at an advanced level. This kind of occupational preparation demands learning experiences in a realistic occupational environment and with sufficient depth to result in salable job skills. Such experiences normally require an occupational laboratory and/or work experience training station. Experience indicates that approximately ten instructional hours per week are required for laboratory experiences that are offered in the school or community setting. Cooperative work experience may be offered in addition to or in lieu of the laboratory experiences.

Career education needs to be an integral part of the total school curriculum and contribute directly to the broad goals of education. Career development programs, including cluster component, should be combined with other curricular areas in the educational setting. Learning in the occupational laboratory courses and learning in other subject area courses are mutually enhanced by interdisciplinary approaches to teaching. The career cluster curriculums can provide a practical base for goal-oriented instruction in many courses by relating the learning experiences to occupational requirements and activities pertinent to the individual student's selected career goal.

The following specific program recommendations developed as a part of this study are organized into five areas: Entrance; Program Organization and Governance; Curriculum; Staffing; and Facilities.

Entrance

Finding: Restriction from some of the vocational programs due to insufficient academic achievement.

Few corrections clients have had positive experiences within public education systems. Tangible success from a hands-on educational experience is possible regardless of the resident's academic achievement level. By setting up individualized programs, each resident works at his/her own level. After he/she has gained some positive experience, we then can bring total academic skills up to support vocational choice.

Recommendation:

Entrance to all vocational programs should be on an open-entry basis.

Program Organization and Governance

Finding: Residents in the vocational training area have little voice in the overall education process.

Recommendation:

A method be established whereby residents of the Farm Annex, O.S.C.I., O.W.C.C., and O.S.P. participate in program development.

Finding: No use of Advisory Committees from the Vocational Education Community.

Recommendation:

That, at the Vocational Coordinator level, an Advisory Committee be established from a cross-section of the vocational education community to help with technical assistance, management, advocacy, etc.

An Advisory Committee from the Agriculture Community be established at the Farm Annex with Oregon State University serving as a supportive agency.

Finding: Linkage between inside vocational programs and related community education programs is minimal.

Recommendation:

Contract clustered skill areas to: (1) Apprenticeship Training Councils; (2) Industry - for Proprietary On-the-Job-Training; (3) Community Colleges; and (4) Proprietary Schools. This would address a myriad of problems such as: credentialing, program linkages, job placement, and transference of credit upon release.

Explicit performance specifications should be established for each contract.

Curriculum

Finding: No exploration of vocations available at present.

Recommendation:

After a period of exposure to numerous vocational areas, the resident should be able to explore a number of specific skill areas prior to selection of an area of vocational interest. Exploration areas should be set up with actual hands-on experiences in several cluster areas.

Finding: Limited skill development training areas.

Recommendation:

Develop Career Opportunity Education in the following cluster areas: Business, Health, Service Occupations, and Trade/Technical/Manufacturing. The existing training programs provide a good basis for cluster development in the Trade/Technical/Manufacturing areas. Development of education programs in the other areas should be related to on-going activities within the institutions, including: Food Services, Medical/Dental paraprofessional training, and recreation.

Finding: Residents are assigned to the vocational facilities on a full-time basis.

Recommendation:

A four-hour day maximum in vocational training. The residents should be encouraged to participate in related education programs or recreational activities for the remainder of their program.

Finding: Incomplete utilization of facilities.

Recommendation:

Scheduling of residents in training areas by periods or shifts to maximize utilization.

Staff given adequate time to organize programs, class materials, and get into the community.

Finding: Major work areas are not oriented towards the education of the client.

Recommendation:

The Farm Annex and prison industries should not be operated on a self-sufficient basis at the expense of the education and training of the resident. Implementation of instruction/production programming could increase both quality of production and learning. For example, at the Farm Annex instruction should be given in the following areas: (1) Dairy; (2) Beef; (3) Swine; (4) Crops; (5) Irrigation; (6) Marketing; (7) Recordkeeping; (8) Agricultural Mechanics; and (9) Slaughtering.

Finding: That no area now exists for individual study in skill areas utilizing audio-visual aids, cassettes, individualized packets, etc.

Recommendation:

That a Skill Center for the vocational education be created in the classroom areas adjacent to the existing vocational training facilities. This center should be an open, flexible learning area which can accommodate: an instructional materials center; individual study; small and medium sized groups, discussions or seminars; and lectures or demonstrations for larger groups.

Finding: Limited on-site vocational training present at O.W.C.C.

Recommendation:

Development of a co-educational training program in cosmetology at O.W.C.C. Also, make educational programs offered at O.S.P. and O.S.C.I. available to residents of O.W.C.C. wherever interest dictates and custody considerations will allow.

Finding: That resident labor is being used on employee projects as a teaching/learning experience resulting in pressure being placed on both staff and residents.

Recommendation:

Discontinue this service and use only state owned materials and/or those purchased for training experiences.

Staffing

Finding: Student/staff ratio of classes to be approximately 12/1.

Recommendation:

Establish this class proportion as a maximum for training areas.

Finding: Existing programs are generally not competitive with education institutions in staff hiring and retention.

Recommendation:

Where possible, staff should be provided for through contract with outside education institutions. Retention of education staff by the correctional institutions to serve in supervisory, coordinative, and in some cases instructional capacities, will be necessary.

Finding: Inadequate exposure of staff to outside education community.

Recommendation:

Encourage sabbaticals, tours, in-service training, etc. to assist in the continuing education of the staff.

Facilities

Finding: Equipment fairly up-to-date in the general Trade/Technical/Manufacturing area of training.

Recommendation:

Develop the other cluster areas equipment. Utilize contractual services to supply additional equipment needed.

COLLEGE EDUCATION

They lived out their lives as in a dream, without
knowing who they were or what they were.
Maybe the case is the same for us all.

Jorge Luis Borges

REVIEW OF EXISTING PROGRAMS

Higher education programs in Oregon's Correctional institutions are designed for residents who have a General Education Degree or a High School Diploma and desire a postsecondary academic education. Emphasis is placed on preparation for the continuation of higher education outside of the institution.

At the present time, there are two types of higher education programs operating within the correctional facilities: the College Resident Program that utilizes volunteer instruction, and a continuation of the contracted instruction originated under Oregon Project Newgate.

The College Resident Program operates in the Oregon State Penitentiary and a similar program operates in the Oregon State Correctional Institution with instruction provided for on a volunteer basis by college and university accredited instructors. These instructors are reimbursed for travel expenses and provided with meals, if desired, by the Corrections Division. Cost for instructional materials are also provided for as part of the annual budget appropriated to support this program.

Students receive credit from the Division of Continuing Education which sponsors the courses and processes enrollment. Prior to this year, the Division of Continuing Education provided its services gratis. There is now a $10.00 per student enrollment fee.

During the fall term, 1973, 45 courses were offered at O.S.P. to 190 students (including Newgate students) and 9 courses were offered at O.S.C.I. to 60 students. The women's facility does not presently provide such courses, but allows some women to commute to classes at Chemeketa Community College. In addition, in the fall of 1973, there were four students from the Oregon Women's Correctional Center enrolled in the Newgate Program.

Until December 31, 1973, Oregon Project Newgate also operated an inside program. The instructors were under contract and were paid $525.00 per course. Fall term, 1973, there were 9 courses being offered through this program to 48 Newgate students. This program was offered only at O.S.P., but some O.S.C.I. and O.W.C.C. residents also participated.

Project Newgate began operation in the State of Oregon in 1967, when it was established as the first comprehensive inside/release college program in the country. The program provided special counseling as well as instruction on the inside. Funding for this program during the past six years (1967-73) came from the U.S. Office of Economic Opportunity. This federal support was terminated in December of 1973. In the 1973 Legislative Session, the Corrections Division was allocated $81,000.00 to support the continuation of a "Newgate type" program for the six-month period, January 1, 1974 to June 30, 1974. Of this allocation, $18,138.00 was made available to provide five contracted courses per quarter, one counselor, an Institutional Teacher II (half-time), and a secretary (part-time) inside O.S.P. during the second six months of the 1973-74 academic year. In the 1974 Special Legislative Session, $119,000 was appropriated to provide for continuation of both an "inside" college program and an education release program. It is anticipated that the "inside" program will continue to operate at approximately the same level as it did in the previous year.

REVIEW OF RESEARCH

Corrections staff input was obtained through an extensive series of interviews conducted by the research staff. The interviews were designed to provide information in three areas: (1) to obtain a description and evaluation of the existing College Resident Program; (2) to obtain a description and evaluation of the Oregon Project Newgate's inside program and the Corrections Division continuation of that program; (3) to obtain opinions regarding how a postsecondary academic education might best be delivered to the resident population inside the institutions.

The existing programs were evaluated in the following areas: Staffing; Costs; Credentialing; Counseling; Academic Advising; Job Placement; and Student Interest. A summary of the results of the interviews conducted follows.

The College Resident Program

Staffing

A consensus was reached among those interviewed that an all volunteer teaching staff, as it exists now, provides the program with excellent teachers, but provides little assurance for continuity in the program. It was felt that 4-5 paid instructors should be added to the volunteer staff to offer classes which were not offered by volunteer instructors. It was felt by one staff member that a full-time coordinator-recruiter should be added to the program, while another felt that the existing system of coordination and recruitment was adequate. It was also felt that additional counseling and academic advising staff is needed to meet the needs of the students.

Costs

The cost of the volunteer instructor staff is $50.00 per term, per instructor; this includes meals and transportation for the instructors. In addition, each student registered is charged $10.00 per term for the services the Division of Continuing Education offers.

It is generally recognized that the volunteer program provides excellent instruction at a very low cost. It was recognized that there is a need for additional resources for developing new classroom space, and providing better textbooks and supportive literature.

Credentials

At the present time, a degree cannot be earned in the College Resident Program. The program offers credit which is transferrable to degree programs in outside institutions. It was felt by all those interviewed that an Associate of Arts degree should be offered at Oregon State Penitentiary. It was felt that such an offering would be unnecessary at O.W.C.C. and O.S.C.I., since the average length of incarceration at these institutions is too short to warrant a two-year degree.

Counseling-Academic Advising

Those interviewed recognize that the program offers an inadequate amount of counseling and academic advising. It was agreed that additional staff are needed to meet the students' needs in these areas.

Job Placement

There is no job placement in the program. It was generally felt that job placement should be the responsibility of the institutions of higher education and the community.

Student Interest

It was agreed that the student interest in the program is high, as indicated by the number of residents on waiting lists for entrance into the program.

Regarding the College Resident Program, the Newgate staff observations were as follows:

> It was generally felt that the all volunteer program is lacking in several important areas, such as counseling, academic advising, and stability in the curriculum. Some felt that there is little accountability on the part of the volunteer teachers, since they are not paid. It was also recognized that the program serves an important function, which is that it allows more students to participate in higher education.

Oregon Project Newgate

Corrections staff comments regarding the inside Newgate program are summarized as follows:

> A Newgate type of program was supported by the Corrections staff interviewed. It was acknowledged that the Newgate program had a more comprehensive counseling component than the College Resident Program, had funding for contracted classes, and a formalized release program which provided financial support for its students. It was felt that the above services are an important part of a college program.

Oregon Project Newgate staff were also interviewed regarding the inside college programs. First regarding their own program, the following observations were made:

Staffing

> Several views were expressed regarding the staffing patterns for the program. It was generally agreed that the program needs a coordinator and at least two counselors. It was argued by some that the education staff should be an advocate force for the student, and be maintained separate from Corrections Division staff.

Costs

Newgate offered 10 contracted courses per term at a cost of $525.00 per instructor, and registration for the students with the Division of Continuing Education at $10.00 per term. The students are allowed $20.84 per term for books and supplies.

The staff interviewed felt that more contracted courses should be offered, although 10 was not an unreasonable number to serve approximately 50 students. The amount allowed for books and supplies was thought to be inadequate, and it was felt that the inside students should at least have the amount given to outside students, which is $50.00 per term.

Credentials

At the present time, a student cannot earn a degree in the higher education program. It was felt by some staff that an A.A. degree should be offered on the inside to serve as a milestone for the students. A four-year degree program has also been suggested to serve those students who are not qualified for educational release. Other staff have rejected the idea of offering any type of degree on the inside. The thoughts behind this position are that the college experience should be more than an accumulation of academic credits. It should also involve social and cultural activities, along with the development of interpersonal and intrapersonal relationships. It is argued that these experiences cannot be duplicated inside a correctional institution. Therefore, a student should be given enough credits to bring him close to a two-year degree and then be released to a community-based education program.

Counseling

It was generally felt by those interviewed that there is not an adequate amount of counseling staff to serve the needs of the program. It was felt that the students are not receiving adequate academic advising, vocational advising, and personal guidance counseling. Group therapy is a part of the counseling services offered by Newgate. There are three groups being conducted by a professional from the community. It was suggested that this is an inadequate number of groups and that five to six groups would better serve the needs of the students. The importance of running the groups on a volunteer basis on the part of the student was stressed by several staff members. It was felt that the counselor should play an advocate role for the student and that the counselors "should be hired independent of the Corrections Division in order to maintain the integrity of the counseling role."

Job Placement

The Newgate program did not include a job placement component. It was generally felt that job placement should not be part of the program, but that this responsibility should be assumed by other programs.

Student Interest

It was agreed among several of those interviewed that the students' interests are tied to their involvement in the program, and involvement and interest are related to the amount of input the students have in the program. It was felt by the staff that the students should be more involved in decision-making in the program.

Alternative Delivery Systems

Both Corrections and Newgate staff were also asked to express their views regarding the delivery of higher education inside the institutions. They were asked to evaluate the following alternative delivery systems: *an all volunteer teaching staff*; *a combination volunteer/contracted teaching staff*; *a branch of a university*; *a branch of a community college*; or the issuance of "Board degrees". Responses from both Corrections Division staff and Project Newgate staff are summarized below.

All Volunteer Teaching Staff - It was felt by all Corrections staff interviewed that the maintenance of an all volunteer teaching staff has as its strong point an excellent teaching staff that has demonstrated a sincere interest in teaching in the institutions, and an excellence in teaching skills. The weakness of such a program, which all agreed upon, was the instability and lack of continuity the approach produced in the program. It was stated that it is difficult to predict which courses can be offered from term to term, and to assure the offering of sequence courses required for degree programs.

It was generally felt among Newgate staff members that an all volunteer teaching staff is an inadequate delivery method for higher education. Two reasons given for this position were: (1) no accountability on the part of the instructors; and (2) no strong advocacy for the students.

Combination Volunteer and Contracted Teaching Staff - It was felt that the combination of volunteer and contracted instruction was a reasonable approach recognizing funding limitations. This combination would provide some continuity in the curriculum offering. One way in which this approach could be utilized would be to contract lower division degree requirements that could not be obtained through volunteers. It was felt by some interviewed that a full-time person is needed for recruiting volunteer staff, while others felt that the existing part-time recruitment staff member is adequate. It was also expressed that this approach incorporate the positive aspects of the all volunteer program, and that it is important to utilize this resource in some way.

Newgate staff members recognized this program to be the most economical one. It was suggested that courses required for degree programs could be contracted, and volunteer instructors could fill in the rest.

Fully Contracted - Corrections staff felt that the fully contracted approach was "ideal." The program curriculum could be better controlled and services could be contracted from several institutions allowing a great variety in class offerings.

While some Newgate staff agreed that full contracting would provide the best delivery system, others expressed concerns about the resulting limitation in offerings and indicated that the determination of courses to be offered might prove to be difficult.

Branch of a University - Correction's staff felt that if the program was a branch program of a specific university, the program would be better than an all volunteer staff. However, two areas of concern were expressed: (1) the program would be limited to the classes and instruction offered by one university; (2) the correctional institution would have to have the final decision regarding the selection and dismissing of instructors.

First Two Academic Years Run Through a Community College - Correction's staff again expressed the same two concerns listed above. It was noted that if the first two academic years were run through a community college, the vocational programs of the same college could also be utilized possibly allowing for a wider range of offerings in the education department.

Newgate staff suggested that a community college branch might prove more effective than a university branch as numbers of students were not interested in pursuing a full four-year degree; those that were, could transfer credits. However, it was recognized that transfer of such credits to a four-year institution could present problems. It was also suggested by Newgate staff that the availability of an Associate of Arts degree inside the institution would provide a milestone for the students.

State Board Degrees - It was generally recognized by both Corrections and Newgate staff that if either the State Board of Higher Education or the State Board of Education issued degrees to the prison population alone, the degree would be stigmatized, lacking the authenticity of a degree from an accredited institution of higher education. For this reason, this option was not endorsed.

Client Survey

Residents in the higher education programs offered at the Oregon State Penitentiary and the Oregon State Correctional Institution were surveyed to attain an evaluation of the program from the students' perspective.

Students were randomly selected from three programs to participate in the survey. Each group was given identical survey instruments. The three education programs surveyed were:

Project Newgate (O.S.P.; 38 out of 47 participants surveyed)
College Resident Program (O.S.P.; 45 out of 140 participants surveyed)
College Program (O.S.C.I.; 28 out of 60 participants surveyed)

In addition, ten Newgate students currently on educational release were surveyed for their views on the education program inside the institution. The surveys covered the following areas: information and entrance requirements for education programs, instructional evaluation, counseling services, educational support, entrance into release program, and release programs.

The following findings reflect the opinions of a majority of the students surveyed. These findings are grouped by areas:

Entrance

A majority:

at O.S.P. receive information about the education programs available, including entrance requirements, in a verbal rather than a written form;

at O.S.C.I. receive information about the education programs available in a written form and information about entrance requirements verbally.

Instruction

A majority:

made positive comments about the instruction they are receiving;

would like to see improvements in the curriculum, specifically more lower division sequence classes and upper division courses.

Library

A majority:

felt that the library is not adequate to fulfill academic needs;

felt that the amount of time allowed for library use per week is inadequate;

felt that the library is not open at times convenient to them;

indicated that there are no adequate study areas.

Advising and Counseling

A majority:

felt that counseling of some type is needed in a higher education program;

felt that they are not receiving adequate academic advising or counseling of any type. Some Newgate students did respond positively to questions in this area.

Educational Release

A majority:

are receiving information about the release opportunities in a verbal form only. A significant number of respondents did not know who to contact regarding information pertaining to educational release;

said that there is no mechanism for students to appeal denial of school release.

Survey of College Instructors

The final phase of the inside college program examination involved a survey of higher education instructors teaching inside the correctional institutions on either a contractual or volunteer basis. The opinions of these teachers were sought regarding: an assessment of the residents' abilities to do college work; an evaluation of facilities, curriculum, library, study facilities and learning environment; an assessment of the adequacy of student counseling and academic advising; and certain open-ended questions inviting suggestions and criticisms with regard to the present program.

Those completing the questionnaire included 6 (of 8) Newgate teachers, 17 (of 36) O.S.P. College Program volunteer teachers, and 11 (of 11) O.S.C.I. volunteer teachers; a total of 34 respondents.

The results of this survey are summarized in the following data:

Are the instructional facilities adequate?

	Yes	No
O.S.P.	15	8
O.S.C.I.	10	1
Total	25	9

Is the library adequate?

	Yes	No
O.S.P.	5	11
O.S.C.I.	3	2
Total	8	13

Is the study area sufficient?

O.S.P.	3	6
O.S.C.I.	2	2
Total	5	8

(Many teachers were totally unaware of the quality of study facilities)

Is the learning environment good?

O.S.P.	5	11
O.S.C.I.	5	3
Total	10	14

How do you compare the inside students with those on the outside?

Favorably:	20
Unfavorably:	9

Can they "make it" in a higher education institution?

Yes:	23
No:	10

Is the curriculum adequate?

Yes:	14
No:	10

Is there a problem with institutional regulations interfering with the learning process?

Yes:	24
No:	7

Are time allocations for instruction sufficient?

Yes:	14
No:	15

Adequate availability of instructional materials?

Yes:	14
No:	17

Are student's academic advising needs being met?

Yes:	7
No:	13

Do you provide counseling for your students?

Yes:	19
No:	11

Does this make demands on your time?

Yes:	8
No:	9

How does your teaching performance inside compare to outside?

Positive:	10
Negative:	3

What improvements would you suggest?

Classes should meet more often (2 times a week)
More pay (or start paying volunteers)
More space
Better library
Access and facilities to show films
Student evaluation of the system
Recruiting and screening teachers
More interaction with the outside (bring students in)
More counseling
Guest lecturers
Hire full-time teachers

What problems do you see?

> The institution is not interested in education
> The program is too limited and uncoordinated
> Need liaison between inside program and outside institutions
> Incompetence of present staff
> Student futility and cynicism

General patterns of responses can be gleaned from the above data. A significant finding seems to be the strong vote of confidence expressed by teachers in their students' abilities. This is the most relevant assessment that can be made of the academic potential of these students. Also, teachers expressed concern over inadequate curriculum, limited access to instructional materials, and the availability of quality academic supports - library, study areas, etc.

What teachers see as the failure of the counseling component of the present program, may not be so much a reflection on the quantity and quality of existing counseling personnel, as an indicator of the special problems presented by counseling endeavors within a correctional setting.

Strong teacher objection to institutional regulations and procedures which interfere with the learning process offers a challenge for those wishing to bring constructive innovation to the program.

In addition to these trends in teacher-attitude, there were numerous suggestions under the topics "problems" and "improvements". Two of the most imaginative suggestions were the following:

> To have students from the outside enroll in the courses offered on the inside, and attend the classes at the prison with the client students;
>
> that a class meet in the afternoon, eat dinner together as a class, and meet again in the evening.

Teacher responses in the matters covered by the survey may be considered expert, professional opinion, and it is in this sense that their ideas are important to the study as a whole.

PROGRAM RECOMMENDATIONS - COLLEGE EDUCATION

The principal recommendations offered in the College Education phase of this study regard a continuation and strenthening of the existing programs.

> WE RECOMMEND: *That Postsecondary Academic Education services be provided through a combination contracted/volunteer instruction program that utilizes existing Division of Continuing Education resources to the fullest extent possible. The Division of Continuing Education should be contracted to provide administrative as well as instructional services and should, as a part of that contract, assume full responsibility for the development of a full curriculum and the extension of program linkages to both 2-year and 4-year postsecondary institutions throughout the state.*

The following recommendations are offered based on an analysis of the research done in this area. They are grouped into seven areas of concern: Entrance; Program Organization and Governance; Program Components; Staffing; Facilities; Supportive Services; and Student Status.

Entrance

Finding: A majority of the residents are unsure where to find information pertaining to the college program.

Recommendation:

Information regarding college program should be made available in written form at arrival and orientation. In addition, information should be available at anytime through an Awareness Program and the Career Information Service.

Finding: A majority of residents are unsure about entrance requirements for programs.

Recommendation:

That written objective requirements are available for all residents.

Finding: Residents are currently required to have a high school diploma to G.E.D. to enter the program.

Recommendation:

Residents without G.E.D. or high school diploma interested in college level instruction should be allowed to participate on a part-time basis while working toward a G.E.D. or high school diploma.

Program Organization and Governance

Finding: A lack of coordination, planning and cohesiveness in the administration of the program.

Recommendation:

The development of a small staff of professional educators to plan and coordinate a cohesive higher education program with linkages to the outside education community as well as other education programs within the institutions.

Finding: Residents in college program who have need of basic skills.

Recommendation:

Encourage concurrent enrollment in college program and Study Skills Learning Center program.

Finding: A lack of options for the resident who has not made a career choice.

Recommendation:

Encourage concurrent enrollment in vocational training.

Program Components

Finding: A lack of coordination in curriculum, lack of transfer credit, inadequate coverage of certain areas of study and scheduling difficulties.

Recommendation:

The development of a Curriculum Advisory Board consisting of the following people: Assistant Education Coordinator; Dean of Academic Affairs from institutions participating in contracting system; teachers; residents; staff member from Department of Education and Board of Higher Education.

The core courses needed for an undergraduate degree should be contracted and volunteers recruited for supplemental classes based on student interest. Courses should be offered in sequence at both the lower and upper division levels. Development of non-social science courses need to be emphasized. Presently neglected areas of study such as ethnic studies, sex education, science and the arts should be included in the curriculum in a systematic way. Volunteer teachers could be utilized to offer these courses.

The following core curriculum as established by the Board of Higher Education, should be offered over a four-term time span. In addition, classes of special interest, including upper-division classes, should be offered.

6 hrs.	Writing 121, Writing 222
9 hrs.	English Composition 111, 112, 113
3 hrs.	Personal Health
12 hrs.	Biology
12 hrs.	Physical Science
9 hrs.	Social Science
9 hrs.	American History

9 hrs. Western Civilization
12 hrs. Language sequence
3 hrs. Speech

Also, a closer approximation to regular college scheduling (i.e., classes meeting two times per week or meeting for two sessions in the afternoon and evening of the same day) would be helpful.

Finding: Need for non-traditional methods of delivery to students in isolated areas, such as farm and forest camps.

Recommendation:

Create credit by examination, "Open University" type programs, etc., for those who cannot participate in the regular program.

Finding: Existence of extremely capable students with a history of self-directed learning experiences.

Recommendation:

Development of CLEP program within the college curriculum.

Staffing

Finding: That the present contracting through the Division of Continuing Education is satisfactory.

Recommendation:

That contracting services continue to be made available through the Division of Continuing Education.

Finding: The existing all volunteer teaching system suffers from a lack of coordination and continuity.

Recommendation:

Create partial volunteer, partial contracted teaching services to assure core curriculum and predictability in program. Ex-residents who are qualified for teaching positions should be considered.

Volunteer instructors should be paid travel expenses, meals, and $50.00 per term for class preparation to insure greater accountability.

The Affirmative Action Hiring Policy should be taken into consideration when contracting and recruiting volunteer instructors.

Facilities

Finding: An inadequacy of physical facilities (classroom space, library, supportive instructional equipment, study areas).

Recommendation:

A consolidation of existing library facilities, with standard cataloging methods. Shift focus of library from recreational to educational and reference facility. Librarian should have professional training and should be employed from outside the corrections system. Access to library facilities should be greatly expanded. A designated area should be set aside for teacher interaction with students. Designated areas for study with atmosphere conducive to learning should be identified. Access to typewriters for students who wish to type reports and papers should be facilitated where possible. A pool

Recommendation: (cont)

of phonographs, projectors, duplicating equipment and tape recorders should be made available for teacher use in the classroom. Also, an inventory of existing textbooks should be made available to all teachers.

Supportive Services

Finding: Need for coordination and expansion of counseling services.

Recommendation:

Expansion of group counseling services with the following characteristics:

Retain a professional psychologist from community to be rotated every two years and allow group participation voluntary on part of student.

Expand guidance counseling; one counselor for every 30 full-time students, and make expanded use of vocational counselors, utilizing services of vocational counselors from community colleges and universities, and transitional center vocational counselors.

Expand financial aid advising services, including visitation of staff from education institution financial aid offices. The assistant education coordinator should develop a scholarship fund.

Finding: Disruption of classroom activities due to other institutional responsibilities of the client.

Recommendation:

Call-outs, cell restrictions, and other obligations (work, counseling, testing) should be synchronized with education

Recommendation: (cont)

program to ensure a productive and cohesive learning experience.

Finding: Necessarily isolated learning situation retards preparation for classroom participation on the outside.

Recommendation:

Allow students from outside the institution to enroll in and attend classes with the residents.

Finding: Need for continued institutional support for items such as books, teacher and counselor travel, teacher meals.

Recommendation:

Attempt to make available textbooks and study materials equal to the usual college student needs. The program should continue to reimburse counselors and teachers for their travel expenses and, in order to encourage teacher interaction, continue offering meals in the staff cafeteria for all teachers.

Identify budget support for film and video-tape rentals where instructors deem it an essential aspect of the course.

Finding: The libraries in all three correctional institutions are lacking in academic resources. The focus in the libraries at the present time is oriented toward the recreational needs of the clients.

Recommendation:

A comprehensive evaluation of the three libraries be made by professional librarians with an emphasis toward an expansion of academic resources.

Student Status

Finding: Need for total involvement of student in education process.

Recommendation:

Full-time student status, no other duties to be imposed. Part-time students would have other duties reduced proportionately.

Finding: Being a full-time student precludes other income sources.

Recommendation:

Stipends for full-time education should equal standard daily stipend of resident labor.

EDUCATION RELEASE PROGRAMS

> The correctional apparatus to which guilty defendants are delivered is in every respect the most isolated part of the criminal justice system. Much of it is physically isolated; its institutions usually have thick walls and locked doors, and often they are situated in rural areas, remote from the courts where the institutions' inmates were tried and from the communities where they lived. Finally, it is isolated from the public partly by its invisibility and physical remoteness; partly by the inherent lack of drama in most of its activities, but perhaps most importantly by the fact that the correctional apparatus is often used - or misused - by both the criminal justice system and the public as a rug under which disturbing problems and people can be swept.
>
> The President's Commission on Law
> Enforcement and the Administration
> of Justice - 1967

DESCRIPTION OF EXISTING RELEASE PROGRAMS

There are presently educational release opportunities available to residents of the Oregon State Correctional Institution, the Oregon Women's Correctional Center, and the Oregon State Penitentiary. Applicants for education release programs go through screening mechanisms which include review and approval by the Unit Team, the Superintendent, and the Deputy Administrator.

While Oregon Project Newgate was in operation, their students on release received financial support for all essentials, including room, board, tuition, clothing, books, supplies and a living allowance, as well as the additional counseling that was provided by the program. Most of these students attended the University, with a few selecting Lane Community College for their education. Newgate also supported 21 students, who were either on parole or had been discharged, with more limited financial aid.

Today a limited version of this program is being continued through a legislative appropriation that will maintain state supported education release for the coming year. Other residents have individually negotiated financial aid packages with assistance from Project Boost, been granted release, and are now attending both two-year and four-year higher education institutions. These education release students are housed in community centers operated by the Corrections Division. Parolees are responsible for their own housing.

Project Boost is a federally-funded "Talent Search" program administered through the State System of Higher Education whose principal objective is to assist low income high school youth in the continuation of their education. However, the project has also assumed the responsibility for assisting residents of Oregon's corrections institutions in the identification of community-based education opportunities and, during the last fiscal year, was responsible for the placement of one-hundred and fifteen residents, through either education release or parole, into community-based education programs. Project Boost is operated without either the financial support or the staff support of the Corrections Division.

In the coming year, federal dollar support for community-based education programs for corrections clients will be available through the Corrections Division under the Comprehensive Employment and Training Act, Vocational Rehabilitation, and Law Enforcement Assistance Administration grants.

There are presently eight release centers in Oregon: three in Eugene, two in Portland and one each in Milwaukie, Corvallis and North Bend. Plans are underway for the opening of several new release centers during the 1973-75 biennium. During the spring term 1974 there were approximately 50 education releasees located in these eight centers.

REVIEW OF RESEARCH

Corrections Division staff and Project Newgate staff were interviewed regarding their opinions of the positive and negative aspects of education release programs. The interview responses are summarized below in the following areas: Staffing; House Location and Orientation; Costs; Counseling; Job Placement.

Alternative delivery systems for college education also were evaluated by both staffs. The alternatives under consideration were: Volunteer teaching staff; volunteer and contracted teaching staff; fully contracted: branch of a university; first two academic years run through a community college; Board degrees.

Staffing

Some Corrections staff interviewed felt that the students in the release center need an advocate and that this should be the role of the house counselor. Others suggested that one counselor be assigned to each release center as an academic counselor while a second would serve as a personal guidance counselor.

Regarding the position of house manager, it was noted that among his duties should be the supervision of any graduate students hired to assist in staffing a release house. The idea of hiring graduate students for shift work in education release houses was supported. One staff member recommended that the selection of the graduate students should be more stringent, and that there was need to identify students who were sincerely interested in the job. The same staff member suggested that graduate students employed to work in the release houses be given more of a voice in decision-making in those facilities.

It was felt by some that the counselors in a release center "make or break a program", and that the counselor's abilities are of critical importance.

The Newgate staff agreed that there is a need for advocates for the students in the house. Also, it was pointed out that if a staff member is to be an advocate, he must be independent of the Corrections Division.

It was felt that a ratio of one counselor to every 20 students should be maintained. The services of the graduate students as staff were felt to be an asset to the program.

House Location and Orientation (education and/or work)

Some Corrections staff felt that education release housing should be close to a university, while others felt that the students should attend a community college for their first two years; thus, housing should be located near a community college.

There were conflicting opinions over whether work release students and education release students should live in the same house. Those who argued for separate facilities felt that the two groups have different interests, schedules, and needs, and therefore, should be housed separately.

Those who argued for combined facilities felt that the work release students could give the education students a sense of what the "real community" is about.

It was generally agreed by the Newgate staff that the education release centers should, where possible, be located near several universities and community colleges to allow the students to attend the school of their choice. Also it was agreed that the education release students should live in centers separate from those of the work release students, recognizing the differences in needs, costs, and schedules between the two groups.

Costs

The Corrections staff interviewed agreed that the stipends and book allowances for the students should be higher than those that were available through Project Newgate; the students are allowed $50.00 a term for books and supplies, and $40.00 a month stipend. It was suggested that these amounts should be raised to $60-$80 for books and supplies, and $50-$70 stipend.

Some felt that the stipends and book allowance for those on parole also are low. These students were supported for three terms from parole date. They were allowed $225.00 the first term, $150.00 the second term, and $50.00 the third term. It was felt that this could be improved by lengthening the time of support given and increasing the amount given. Others interviewed felt that the present system was adequate.

The Newgate staff concurred with the view that the stipend allowance and book supplies allowance were too low for the students to maintain themselves adequately.

The parole support over a three term period was called Project Newgate's "program failure" because the insufficient amount of support allowed the student and the length of time given could only produce failure on the part of the student. It was felt that the students on parole were being dropped too soon from the program, and that financial aid packets should be set up for each student to carry him through until graduation. The amount of $200-$250 a month plus books, tuition, and supplies was suggested as an adequate figure.

Counseling

It was felt by the Corrections staff that the counseling component of the program was a major aspect of the program's success or failure. A ratio of one counselor to 20 students was suggested. It was stressed that the counseling should be of a preventative nature rather than crisis counseling. Also, it was suggested by a staff member that vocational counseling is needed in the release centers.

Interviewed Newgate staff stressed that the students need round-the-clock counseling, and a counselor is needed in the house (rather than inside the institutions, traveling to the centers). The ratio of one counselor for 20 students was suggested as adequate for meeting the students' needs.

Job Placement

Corrections staff suggested that job placement be the responsibility of the educational institution the student is attending. The Newgate staff also suggested that job placement be provided through the educational insitutions and community agencies.

Alternative Delivery of Higher Education

The Corrections staff and the Newgate staff agreed that higher education can be delivered best inside the institution through the fully contracted method. It was recognized that this method would enhance the control over the curriculum. However, it was recognized that in light of limited financial support, this option might not be feasible.

The second part of the examination of education release programs involved interviews with administrators and staff at community colleges and four-year institutions. Administrative attitudes, opinions, assessment of resources, and innovative ideas were explicitly sought in these interviews. The purpose of this segment of the study was to provide an overall view of some of the release options under consideration. Another important goal was the acquisition of data which could aid in the selection of future school release sites.

The specific areas of concern in these interviews were the following: Administration of the Program; Housing and Food; Financial Aid; Student Services; Counseling Services; Academic Advising; Community Attitude/ Liaison; and other services.

The administrators and staff interviewed were:

Lane Community College

Jack Carter, Dean of Students
Gerald Rasmussen, Ass't. Dean of Instruction

Linn-Benton Community College

Lee Archibald, Dean of Students
Bob Adams, Dean of Instruction

Portland State University

Joe Blumel, V.P., Academic Affairs
Tom Burgess, Counseling Center

University of Oregon

Harry Alpert, V.P., Academic Affairs
Shirley Wilson, Associate Dean Student Services
George Ralph, Director, Counseling Center
Richard Romm, Assistant Director, Housing

Oregon College of Education

Jack Morton, Dean of Students
Bert Kersh, Dean of Faculty

Oregon State University

Stuart Knapp, Dean, Undergraduate Studies
Robert Chick, Dean of Students
Robert Phillips, Director, Summer School
Morris LeMay, Counseling Center

Chancellor's Office

Miles Romney, Vice Chancellor, Academic Affairs

By category, summaries of the responses of those interviewed follow:

Administration of the Program

Recommendations of the various college administrators as to the organization and delivery of such a system of school release were varied. Some felt that the inside program should be run by the community college, expressing the view that only the community college offered, in addition to basic academic courses, vocational training and a two-year degree. Transfer of credits was nowhere seen as a problem. The Chancellor's office makes available a very helpful booklet, entitled "Transfer Programs" which spells out clearly the requirements and transferability of all credits within the State System of Higher Education.

One officer made the observation that release centers at several of the existing insitutions of higher learning would be preferable to their concentration in one place. In this way, advantage could be taken of the specialization offered by the various schools, in order to meet specific needs of the clients.

Several of those interviewed expressed opposition to the employment of volunteer teachers, especially in conjunction with the hiring of some paid teachers. The point was made that there should be a clear assignment of responsibility in order to insure an ongoing program. "If the educational program is important to Corrections, it ought not to rely on volunteers. Paid, continuing teachers who are good at the job are what is needed. The utilization of volunteer teachers alongside paid teachers could create tensions which would not contribute to the educational effort." However, others interviewed stressed the dangers of the "institutionalization" of paid teachers. There is a real possibility of their becoming "identified" with the Corrections aspect of the system, both in their own loyalties and in the eyes of their students. For this reason, some kind of staff rotation system was advocated.

Housing

While dormitory housing is available only at three of the schools studied (U. of O., O.C.E., and O.S.U.) other alternative methods for housing can be found. For example, the Work Release Center at Oregon State could provide a few slots for students. The Work Release Center in Portland is prohibitively far from the campus, and would thus provide a transportation problem. The overall view seemed to be that the dormitory was not the best situation for housing school release students. This was due to several factors, among them age, background and cultural differentials vis-a-vis the ordinary student population. Private rental housing seemed to offer the best solution in all cases. In the instance of Linn-Benton Community College, it was felt that a living arrangement in Corvallis would give the men two options for school attendance, as well as foregoing the possible community reaction to a house located near the LBCC campus. Likewise, Lane Community College students could reside in the U. of O. facility and commute to the LCC campus with little difficulty. Among those experienced in dealing with the present university housing arrangement, it was thought that smaller living groups (5 to 6 men) would be preferable to having 20 to 25 men sharing the same house. Some kind of a dorm contract arrangement seemed to be the best answer to the problem of food service for these students.

Financial Aid

Since all schools rely heavily on Federal funding for their financial aid packages, there would seem to be no extraordinary problem for school-release clients. Keen competition with the rest of the student body was mentioned as a factor at two of the schools. $2600 seemed standard as to the maximum aid available to the single student. An inside-the-walls interview was suggested as soon as the student applied for aid. This would ensure early application as well as correct completion of forms. B.E.O.G. money, Work-Study jobs, and long-term, as well as short-term student loans would be available. The quota of students offered financial aid is largely dictated by the availability of Federal funds. While these students would not be granted preferential treatment, neither would they be discriminated against in the granting of aid. One significant problem was mentioned with regard to loans: it would seem to be an unfair burden to place on an ex-convict to saddle him with several thousand dollars worth of student loans. This is a consideration which the educational directors would have to take into account; financial aid officers could not be expected to make this policy decision. Another factor was the following: in Eugene, a student at the U. of O. gets slightly more money than does a student at Lane Community College. Thus, the choice of school could be influenced by money considerations (as well as status considerations), when, in fact, the best interests of the student are not served by such a decision-making mechanism.

Student Services

Obviously, special services would have to be tailored to special needs as they arise. However, some of these needs are no different from those of the average student, and can be anticipated with little difficulty. There is a wide range of adaptability of existing special programs to these special requirements. For example: a tutorial project in mathematics could be expanded to cover other subject areas. Programs for existing "high-risk" students could be adapted to release students requirements.

The statement of officials at one of the community colleges is indicative of the best response to our inquiries: "We are in the business of making commitments to students that are not able to learn anywhere else. We are here to handle those students that the University cannot. This is one of the college's goals. 'The New Student' is the focus of our efforts, and within that group, the ex-convict is one of our primary target groups."

Administrators stated that the goal of any college should be academic and emotional success. This element of success is especially important in the lives of those the society has labeled as "failing". To ensure such success, a college campus has to be an "open, trusting place." The extent to which the services offered by the college help attainment of this goal is the extent to which the efficiency of these services can be measured.

Counseling

While funding was obviously a limiting factor, most institutions demonstrated a willingness, not only to extend existing facilities to these particular special students, but also to incorporate innovative programs to meet their particular needs. Examples of such programs include: group therapy experiences; transitional support group with counselor;

pre-release counseling; on-campus counselor sessions; special counseling in human relations, survival, how to study, health matters; encouragement of faculty members to develop one-to-one relationships; special group of faculty advisors to take an interest in special problems; utilization of existing facilities (such as School of Social Work at P.S.U.) to deal with special problem areas; training sessions for staff at release house; utilization of psychologist and psychiatrist at Student Health Centers. Some individuals reiterated the limitations of such innovative possibilities without adequate subsidization by the state. However, the small numbers of release students would not seem to present an immediate need for large expenditures or for totally new program initiation. The most fruitful approach would seem to lie in utilization of existing facilities as well as for imaginative interaction on the parts of existing staff members.

Academic Advising

None of the schools studied offered a very comprehensive structure for academic advising, with the possible exception of the University of Oregon. Most officials reflected the opinion that the best academic advising was done by faculty members on an informal, one-to-one basis. They stressed that the special needs of these students should not be forgotten, however. These needs include a possible history of failure on the part of the schools to meet the needs of these individuals. Such an unfortunate experience could well color the college experience and should be accounted for. Other special needs include the difficulty of the first (or transitional) term on the college campus. Special effort needs to be made to see that the inside program is cohesive and organized enough to provide advising as well as near-college experience (as far as that is possible within the walls), in order to ease the academic culture shock which many of the students experience. Often differential standards are applied by teachers to students within the penitentiary, giving the students distorted pictures of their own abilities and capacities, as well as misguided direction in terms of career planning. Most schools reflected little concern with the ability of each school to handle the challenge of academic advising through normal, existing avenues.

Academic and Community Atmosphere

Perhaps the most telling comment of an academic administrator is the following: "Newgate is a hell of a concept; is has proved that you can change behavior." All but two of the institutions visited exhibited a high degree of enthusiasm for a college release program. In only one instance was there reserve as to the possible acceptance by the local community of such an installation. In the smallest community involved, administrators assessed the reaction as typical of any small community (especially since the economic dependence of the community centered around revenue generated by the college) in that it would be generally receptive - low-key, and non-dramatic.

An overall reaction from the Chancellor's office was as follows: "Newgate represents an enlightened view. We need to extend this opportunity to as many of the men as possible. They deserve a chance."

While the eastern and southern community colleges were not visited, the administrators of those community colleges that were visited expressed some doubt as to the receptivity of the community to such a release center. The more cosmopolitan settings of Eugene and Portland seemed to offer the most receptive atmospheres. Even in Corvallis, where some local resistance might be expected, administrators pointed out that the issue of ex-convicts on campus was dealt with four or five years ago, and that the community now provides a setting for constructive dialogue. It was even suggested that a local support group among the local citizens be established.

Review of Related Research

The final section of the education release programs phase of this study involved the review and analysis of a recently completed comprehensive study of college level prison education programs in nine states, including five Newgate programs - Oregon, Minnesota, New Mexico, Pennsylvania, Kentucky - and four other prison college education programs. The four non-Newgate programs were selected on the basis of their constituting significant variations from what the Newgate programs basically had in common. The study was funded by the Office of Economic Opportunity and conducted by the consulting firm of Marshall, Kaplan, Gans, and Kahn, San Francisco, California. The final report was completed in April, 1973.

The study design included evaluation of three aspects common to the Newgate and non-Newgate programs: (1) an evaluation of Program Process, which involved an examination of the program's effectiveness, impact, and survival; (2) an evaluation of post-prison careers; and (3) a cost-benefit analysis of the programs. Following is a summarization of data from this O.E.O. study that attempts to evaluate post-prison careers and provide a cost-benefit analysis of the programs reviewed.

A "participant" in the evaluation of post-prison careers was defined as a student who had completed 12 semester units on the inside program and/or was released to the outside program prior to January 1, 1972. The total sample consisted of 995 persons; included were (1) a group of released participants from each program site who were interviewed directly; (2) an additional group of participants from each Newgate site (except New Mexico, for whom post-release data was gathered from secondary sources such as parole records); (3) two control groups (qualified non-participants including some who were interviewed and some who were followed from records); and (4) a comparison group selected from the general population at each Newgate site which was followed through parole records.

Three measures of success were used in evaluating post-prison careers: recidivism; stability and self-sufficiency - "making it"; and achievement, security and satisfaction - "doing good".

Data was gathered for all groups through a combination of survey, interview, and a search of individual records. The principal findings were as follows:

Recidivism

Recidivism for this study was conventionally measured by return to prison. In the Oregon Newgate participant groups, the percentage of persons returned for a new felony was lower than that of the comparison group.

RECIDIVISM

Length of Time Since Release	Percent of Oregon Newgate Participants Returned for a New Felony	
	%	N
3 months	6%	92
6 months	15%	87
9 months	20%	82
12 months	24%	75
15 months	25%	67
18 months	26%	62
At time of last information (average 24 months)	32%	91

The percentage of actual favorable legal outcomes 18 months after release for Oregon Newgate participants was 74%. Information concerning the legal outcomes of Newgate participants at the time of last information (an average of two years since release) shows that 68%, or 62 of 91, participants had favorable legal outcomes.

"Making It"

This measure was based on maintaining at least minimal levels of stability and self-sufficiency while refraining from behavior likely to lead to conflict with law enforcement and supervisory agencies.

The amount of time employed since release and drinking and drug records since release were used as measures of "making it." It was found that more Newgate participants have been fully employed - or in school - since release than have persons in the control or comparison groups. Also, the Oregon Newgate participant groups had notably lower percentages of persons with drug or drinking problems since release than did their respective comparison groups despite the fact that the Newgate students included a higher percentage of persons with past records of drug or drinking problems than did the comparison group.

Among those persons interviewed, the percentage of persons who admitted that, although they had not been sent to jail or prison since release, they had been involved in major illegal activities since release was higher in the control groups than in any Newgate participant group.

"Doing Good"

This measure is an indicator of the extent to which a person has established a relatively secure and satisfying lifestyle. This concept of success represents standards traditionally used in our society to evaluate the success of non-convict members of society.

How successful a person was in "doing good" was based on the following information:

> level of educational and occupational achievement, taking into account the percentage of time employed or in school

Percentage Distributions within Individual Measures of "Making It"

	Oregon	
	Newgate Participants	Comparative Group
I. Percentage of time employed and/or in school since release		
90-100%	73%	50%
75%-89%	78%	60%
40%-74%	85%	80%
II. Drinking or drug problems since release		
No drinking or drug problems	81%	58%
N's	84	50

Percentage Distributions within Individual Measures of "Making It"

	Oregon	
	Newgate Participants	Comparative Group
I. Percentage of time employed and/or in school since release		
90-100%	73%	50%
75%-89%	78%	60%
40%-74%	85%	80%
II. Drinking or drug problems since release		
No drinking or drug problems	81%	58%
N's	84	50

> and the stability of employment; extent of savings accumulated; development of strong friendships; and achievement of personal goals.

As a summary measure for "doing good" each person was rated according to a three point scale with ratings of "high success," "medium success," and "low success."

> "High Success" is used to describe those people who feel that they are making excellent progress towards personal goals and have a "good job."
>
> "Medium Success" describes those people who feel they haven't made too much progress towards personal goals, and have a "poor job" which they work steady at.
>
> "Low Success" describes those who are not achieving goals and who are not working steady, or are unemployed.

It was found that 78% of the Newgate participants rated High or Medium compared to 52% of the comparison group.

The following chart indicates that the Newgate participants were able to experience more vertical mobility in their career than were the comparison group. Vertical mobility allows the person to experience a full range of advancement steps in his career. In the Newgate participant group 48% were able to attain a position ranging from a high income white collar worker to a skilled laborer. While 36% of the comparison group was able to attain the skilled laborer job category, 0% were able to attain work in the higher income white collar category.

Percentage Distribution within Individual Measures of "Doing Good"

	Oregon	
	Newgate Participants	Comparative Group
I. Occupational and/or scholastic Achievement		
A. Job category*		
worked as higher income white collar worker, semi-professional, professional, executive or owner medium size business	11%	0%
worked as low-medium income white collar worker or skilled laborer; or was full-time student completing at lease one semester and still attending	37%	36%
II. Job Stability		
changed jobs less than one time for every six months released	89%	62%

*If employed or in school at least 75% of the time during the period released and in one position for at least three months.

Educational Achievement

The educational system of a correctional institution has the potential for not only educating the participant while he is in the institution, but perhaps more importantly, it can be the beginning of an education process which will continue after the participant is released from the institution. It was found that 93% of the Newgate participants planned to attend college after release. This can be compared to the percentage of the comparison group that planned to attend college after release, which was 40%.

Concerning actual college attendance after release, 78% of the Newgate participants completed at least one college course after release, while 40% of the comparison group completed at least one course after release. The Newgate participant group also showed a higher percentage of participants completing at least one semester after release - 55% of the Newgate participants compared to 27% of the comparison group.

Planned and Actual Continuation of College Education
by Program Participants

	Oregon	
	Newgate Participants	Comparative Group
% Planned to attend college upon release	93%	54%
% Completing at least--one college course after release*	78%	40%
% Completing at least one semester after release*	55%	27%
Ns	60	50

*These figures do not account for those students who were currently in their first semester since release at the time of the study.

Dollar Benefits From Increased Federal Income Tax Paid Over 20-Year Period

Irrespective of their impact on "recidivism" and over and beyond the value terms of the enhancement of the quality of the lives of those who participate in the programs, in the most straightforward way, the programs pay their own way.

To establish a base of income increases by education, the salaries of all persons who were interviewed in the study who had not attended school after release, or who had quit school and worked for three months full-time, or who had finished school and were working full-time, were controlled by education. Then the annual federal income tax for this salary was calculated. To establish an income tax increment, the tax paid by those who had completed one year, two years, three years or four years or more was compared to tax paid by those who had completed less than one year of college. This produced an estimate of increases in taxes paid for persons of different educational levels. These were then multiplied by 20 to obtain a projection of increased taxes paid over a 20-year period.[1]

The following chart shows over a 20-year period that a person with an educational level of less than one year of college would have an income tax increment of $0, while a person at a four-year college level have a $13,280 income tax increment.

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[1] Marshall, Kaplan, Gans, Evaluation of Newgate and Other Prison Education Programs, Final Report, A Summary, 1973, p. 24.

MEAN INCOME AND TAX INCREMENT BY EDUCATION

College Level	N	Mean Monthly Wage	Mean Annual Wage	Annual Federal Income Tax	Increment Over Base (Category One)	20 Year Increment
Less than One year	102	$ 447	$5,364	$ 272	-0-	-0-
One Year	47	$ 445	$5,340	$ 264	-8	$ 160
Two Years	13	$ 531	$6,372	$ 446	$174	$3,480
Three Years	7	$ 571	$6,852	$ 535	$263	$5,260
Four Years	11	$ 754	$9,048	$ 936	$664	$13,280

[2]

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[2] IBID., p. 25.

PROGRAM RECOMMENDATIONS - EDUCATION RELEASE PROGRAMS

Education programs offered inside correctional institutions should not be viewed as "terminal" but as preparatory for continuing education. Direct linkages between the inside and outside components of the educational program should be strong and well-articulated and continuing communication between these two components should be one of the primary goals of the entire corrections staff.

> WE RECOMMEND: *That the positive placement of the client in a community-based educational program be identified as the primary goal for corrections education activity. Inside educational offerings should be structured in such a way as to support the movement of the client toward continued education in a community setting at the earliest possible time.*

Following are specific recommendations for education release programs that are organized into five areas: Release Process; Release House Operation; Parolees; Communication and Linkage; and Community Centers.

Release Process

Finding: There are two types of release programs: work release and education release. Work release programs have not developed complementary education programs. Education release programs have emphasized participation in four-year college programs.

Recommendation:

Integration of work and school release efforts should be a goal at the release houses where dictated by client interest. Slots for combination work/education release should be established.

Those individuals who are not interested or not academically prepared for participation in a four-year higher education program, but who are interested in education release, should be encouraged to identify a community college or proprietary school which might better meet their particular educational needs in a community setting.

The goal of inside educational programs should be the placement of the client in a community-based program at the earliest possible time.

Finding: Students in A.B.E. and Vocational/Paraprofessional Education programs lack channels in their educational programs through which to move into related community-based programs.

Recommendation:

All inside A.B.E. and Vocational/Paraprofessional Education programs be structured in such a way as to facilitate movement into community-based training. These programs should receive emphasis equal to four-year higher educational release programs.

Finding: Uncertainty on the part of clients as to criteria and eligibility for school release.

Recommendation:

Establishment of standard educational release requirements, in written form.

Finding: There is now no mechanism for appeal when school release is denied.

Recommendation:

Establish a formal channel for review of denial of release. This would include specific delineation of steps client must take to qualify in the future.

Finding: Existing education release programs do not allow for the individual on release who chooses to drop out of an educational program.

Recommendation:

Develop a method to allow such individuals to remain in the community on a work release or work/education release status.

Release House Operation - Based on a review of the educational release program operated by the Oregon Project Newgate during the previous six years, the following recommendations are made concerning educational release house operation:

Finding: Need for expansion and diversification of educational release services available to clients. Need for expanded options for location of halfway houses.

Recommendation:

Placement in educational programs should be available through all release facilities. An individual on work release should be encouraged to continue his education on a part-time basis.

While there appears to be a justification for maintaining educational release centers for those attending four-year institutions, we recommend development of combined work/educational release centers for those attending two-year institutions.

Recommendation: (cont)

New release centers should be located in the proximity of an educational institution.

Three types of release houses could serve the needs of a diverse client population. These are:

1. Community-based facility operated by Corrections Division. The staff would include a Corrections officer(s) and the facility would house higher risk individuals.
2. Private community-based facilities through which the Corrections Division would place low risk clients in a community setting; such as Women's Transitional Living Center, now operating in Eugene.
3. Residential or dormitory services contracted with educational institutions, and run by such institutions. These, again, would serve the lower-risk clients.

Finding: Lack of adequate academic counseling available in many release centers.

Recommendation:

That a qualified counselor be placed in each release center to provide for academic advising.

Finding: Recognized value of existing client advisory boards in release centers.

Recommendation:

Continuation of client advisory boards.

Finding: On-campus meals provide for regular, informal interaction between the client and the academic community. This service is available on most campuses on a contracted or meal ticket basis.

Recommendation:

Clients participating in education programs be encouraged to take meals on campus where possible.

Finding: The placement of custody responsibilities with a counselor does not allow for the type of honest, open exchange necessary in a counseling relationship.

Recommendation:

Clear separation of custody and counseling responsibilities in the release houses.

Finding: There appear to exist benefits in the employment of college students to fulfill partial staffing requirements. Such staffing has proved successful in the past; it is economical and allows for improved interaction between the client and the community.

Recommendation:

Where custody considerations allow, the hiring of community members on a part-time basis to meet certain staffing requirements.

Finding: A stable financial support system is necessary for on-going educational participation.

Recommendation:

Each school release client receive financial aid support in the amount recommended by the financial aid office at the participating educational institution. This support should be identified through use of financial aid packages, scholarships, G.I. Bill benefits, special grants, and additional supplemental funds from Corrections Division.

Recommendation: (cont)

Options of part-time employment should be offered, where possible, to those individuals who do not wish to incur indebtedness through school loans.

Parolees

Finding: There is not adequate support available for parolees interested in continuing their education.

Recommendation:

To ensure reasonable opportunity for continuing education, leading to positive placement in the community, we recommend additional support in the following areas:

That paroled clients while continuing their education be offered access to educational release counseling staff. In addition, there should be identified on the counseling staff of each academic institution participating, a counseling staff member, one of whose primary responsibilities would include providing assistance to correctional clients.

That Project BOOST be contracted to provide assistance in the identification of continued financial support for these clients.

That an option for short-term housing, at a nominal fee, be made available for a limited amount of time to paroled or discharged clients who wish to continue their education. These facilities should be supported by both the Corrections Division and the community in which they are located.

Communication and Linkage

Finding: Confusion and apprehension on the part of potential releasees, parolees or dischargees regarding campus life, facilities, and services available, etc.

Recommendation:

Pre-release counseling be provided on the inside by teams from the college to be attended, including: Academic Advising, Counseling Center, Student Services, Placement Service, and Housing Office.

On-campus orientation and awareness programs run by college staff members. This should include an orientation to existing community services as well (libraries, buses, special services, etc.).

Finding: Inconsistent awareness on the part of faculty members as to the needs, special problems or individual potential of these students.

Many students within the walls have never seen a college campus and have little understanding of its operation, atmosphere, offerings, etc.

Recommendation:

Development of visitations to the campus for interested clients with tours, talks by university personnel, and question-and-answer periods.

Finding: Special needs of client/student to develop adequate study skills (including test preparation, study-time allocation, etc.) special counseling and career guidance.

Recommendation:

The house counselors and the education coordinator work with the college to establish a "Special Services package" which would be made available at the client's option. Awareness of such a package should be the responsibility of the house counselor.

Finding: Difficulties experienced by clients in career placement.

Recommendation:

Cooperation between college placement service and educational program staff in finding ways to ameliorate this difficulty. State Division of Employment resources be made available, as well as the Career Information System service.

Finding: Willing interest on the part of local citizens to help in the transitional problem.

Recommendation:

Encouragement of all citizen efforts to make corrections a truly community-based endeavor. This would include help to those wishing to start citizen support groups, housing options for paroled students, meal options with local people in their homes, and other innovations which would serve the interests of both the clients and the community.

Community Centers

Finding: The Corrections Division has been unable to implement as an alternative treatment method the direct placement of the client following sentencing in a community education program.

Recommendation:

Community education centers be established to receive individuals directly following sentencing. These centers should be operated in a manner similar to existing and recommended release centers.

STAFF EDUCATION

One who knows his lot to be the lot of all other men
Is a safe man to guide them,
One who recognizes all men as members of his own body
Is a sound man to guard them.

Laotzu

THE PROBLEM

In 1967, a nationwide survey for the President's Commission on Law Enforcement stated:

> The outstanding characteristic of this survey's findings is that they locate and measure the wide gap between correctional standards and correctional practices.[1]

This is not a review of those standards nor an assessment of their appropriateness, but the above statement does have implications directly related to corrections personnel, persons who are attempting to implement programs to lessen the distance between developing new philosophies in the field of corrections and the existing practices of corrections staff. Attempts to explain this "gap" between existing standards and practices must take into consideration the availability of resources to address the problem and their manner of utilization. One explanation may be that adequate resources are unavailable - in the forms of funding, education resources and manpower; or, that although some of the above resources might be available in abundance, there is a failure to make use of them to the degree possible. This study attempts to identify ways in which existing education systems might better respond to the need within our society to produce corrections personnel who are more capable of examining, evaluating and redefining corrections goals and standards and developing programs to insure their implementation.

The Joint Commission, 1969, in "Outlook for Manpower Needs" concluded in part:

> ...prudence dictates that, instead of seeking to arrive at numerical quotas needed to fill the kinds of jobs that are found in institutions today, attention should be focused on the essential needs of offenders who are likely to be confined in the institutions of tomorrow, the kinds of services that will meet those needs, and the qualifications and training necessary for men and women who can provide such services. Manpower for correctional institutions will then be seen not so much in terms of numbers of personnel as in the judicious use of these resources through varied organizational

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[1] Survey for the President's Commission on Law Enforcement and Administration of Justice by the National Council on Crime and Delinquency, Crime and Delinquency, Vol. 13, No. 1, January 1967, p. 260.

> arrangements and continuous interaction with universities, professional groups, and agencies in the communities to which offenders will return.[2]

The Commission presented more than 50 recommendations related to manpower needs. These recommendations were based upon the recognition that rehabilitation efforts were not widely successful, that continuing failure was inevitable and that central to developing and implementing successful programs was the critical issue of the quality of manpower.

In a Consultant's Paper for the Joint Commission, Polk noted, "It is expected that a shortage of professionally trained personnel will become increasingly critical over the next few years". He further stated:

> Shortages of personnel raise obvious questions about the past education and training efforts of higher education. The university will be a potential source of support and innovation as the cry for "law and order" places increased pressure on corrections. Both as a center for experimentation and ideas for service and experimentation, the university must play the role of ally as corrections comes to grips with these challenges.[3]

Korim, 1973, pointed out that the Joint Commission had failed to adequately identify the functions and necessary competencies of corrections personnel (line officers in particular).[4] After extensive research one conclusion, similar to that of the Joint Commission, was obvious. Korim states:

> A serious revelation that comes from an analysis of the characteristics of correctional officers, the functions performed, and the competencies needed is that

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[2] Galvin, John J. and Karacki, Loren, Manpower and Training in Correctional Institutions, Staff Report of Joint Commission on Correctional Manpower and Training, December 1969, p. 72.

[3] Polk, Kenneth, The University and Corrections, Potential for Collaborative Relationships, A Joint Commission on Correctional Manpower and Training Consultants Paper, January, 1969, p. 2.

[4] Korim, Andrew S., Improving Corrections Personnel Through Community Colleges, American Assoc. of Community and Junior Colleges/In Cooperation with the American Bar Assoc./Supported by the LEAA, U.S. Dept. of Justice, August, 1973.

> correctional agencies are often staffed with inadequately prepared line workers. Because of the lack of experience and educational preparation, most correctional officers are not in an advantageous position to cope effectively with the process of preparing offenders to carry out responsible, stable and productive roles in the communities to which they will return. Many persons contend that line officers are the primary rehabilitative force in correctional systems because of the frequency of face-to-face contact between inmates and custodial personnel. All too often, an inexperienced, poorly educated correctional officer carries the burden of the challenges of rehabilitation.[5]

It becomes apparent that the field of corrections has been severely neglected in the realm of human services careers. Further, it appears that in order to cope with that neglect, a high priority has to be placed upon assuring the accessibility of education resources for corrections careers.

The stated need to provide better access to existing education resources is not meant to imply that presently the education community has the resources necessary to solve all the problems related to staff development in the field of corrections or that it has extended leadership that would effectively encourage such human services agencies to utilize their services. On the contrary, human services agencies have expended much energy developing their own education and training programs because the commitments and resources were not forthcoming from the education communities. Polk states:

> The process of education at the university level does not start with an explicit conception of the educational and training requirements of the outside world, then work its way backward into the educational world, defining educational processes by virtue of their "fit" to outside requirements. Instead, the educational institutions attempt to maintain a timeless concept of an Educated Man and specifically reject the notion that education -

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[5] IBID., p. 16.

> especially, but not only, university education - should fit, say, public service or occupational requirements of modern society. The curriculum of the universities reflects such views, and any attempt to alter the curriculum must contend with this process of defining what is "appropriate" university education.[6]

Thus, we are left with the continuing search for a cooperative effort that will allow the best resources of corrections and of education to be blended into attempts to provide for new leadership and direction in the corrections area of our criminal justice system.

The primary focus of this study is to review education resources available in Oregon and from those, to suggest future possibilities that might enhance the effectiveness of persons whose careers are sought in corrections. It is an attempt to discuss possibilities for expanding and/or modifying the education development of those persons who, as corrections employees, confront the daily immediacies of incarceration and rehabilitation in Oregon, with a perspective that assumes that change can be directed to adequately meet the public need.

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[6] Polk, op. cit., p. 5.

STAFF TRAINING AND STAFF EDUCATION

For clarity of thought, a distinction needs to be made between a concept of education and a concept of training. We acknowledge the intertwining of these two concepts, but for the purposes of this report, the following differentiation is made: Education ideally affords an ability to think critically and analytically and to seek access to the facts necessary to do so. It is a process whereby attitudes are formulated and decisions derived upon which one may logically act. Training is defined as a process of acquiring the particular skills necessary to implement program goals derived from an education process. The degree and quality of education is reflected in the formulation of the questions to be asked and accurate definitions of the problems to be addressed. It is only after proceeding through a process of problem exploration, identification and examination - an education process - that relevant training programs can be defined. One of the purposes of this report is to emphasize the ever-constant need for evaluating, in the context of a dynamic, changing society, the basic assumptions upon which goals are based. An educated manpower pool is critical to this need. This is not to de-emphasize the need for quality training or the need to provide adequate support for that training. It is to stress that the accessibility of quality education programs to corrections personnel is also critical.

REVIEW OF RESEARCH

With the cooperation of the Corrections Division, interviews and surveys were conducted with direct-service staff, supervisors, and executive-level staff. In addition, an abundance of materials concerning present efforts by the Division were made available. Interviews and discussions were conducted with community college and higher education faculty and personnel, related to existing and potential criminal justice system programs.

Corrections Division Staff Development and Training - A Summary

The following information provides a detailed review of staff training and events influencing that training for the 1971-73 biennium. It is offered here directly from the 1971-73 Training Report, Oregon Corrections Division:

> The Department of Human Resources was established on July 1, 1971. Juvenile correctional programs previously aligned with the Corrections Division were transferred to the Children's Services Division. This necessitated a reorganization of training services.
>
> Budgetary cuts left only $4,200 for direct training (exclusive of central administrative costs of the Manpower Development and Training Section). These funds were to serve approximately 900 employees for the entire biennium.
>
> Law Enforcement Assistance Administration funds (LEAA) became available during the third quarter of the biennium. With the aid of a $25,000 and a $30,000 training grant, a comprehensive 18-month training plan was developed during the third quarter of the biennium.
>
> The $25,000 Inservice Training grant was implemented during the third quarter and fully operational during the fourth quarter. Three hundred and sixty (360) staff (O.S.P., O.S.C.I., O.W.C.C.) each received twelve (12) hours of training in "Day to Day Understanding and Working with Offenders", (4,320 manhours of training). One hundred thirty five (135) supervisors each received 24 hours of "Work Planning and Performance Appraisal" training (3,240 manhours of training). The National Institute of Crime and Delinquency Conference (NICD) was held in Portland and enabled 121 Corrections Division personnel to attend at least one day of the conference (approximately 968 manhours

of training). In total, 8,528 manhours of training were conducted during the third and fourth quarters.

At the peak of training during the fourth quarter, a lieutenant at the penitentiary was fatally stabbed. This resulted in abandonment of the eighteen-month training plan. The $30,000 Inservice Training grant was allocated to "Emergency, Safety, and Riot Control" training. This training was implemented during the fifth and sixth quarters with the following results: 140 O.S.P. staff each received 16 hours of training (2,240 manhours) and 52 O.S.C.I. staff were trained for variable time periods (676 manhours). In total, 192 institutional staff received 2,916 manhours of training.

At the beginning of the sixth quarter, the Training Coordinator (Duane Shimpach) made a promotional transfer to another agency. It required five months to fill the position. Federal training funds (LEAA) were completely exhausted. The training officer from O.S.C.I., who was serving as the Corrections Division audio-visual technician, moved to a promotional position at the county level. It was approximately four months before the position was filled.

Notwithstanding the setbacks in personnel and funding, several major training developments took place during the sixth quarter:

1. The administrators of the Corrections Division strongly supported the development of training standards and commissioned the Manpower Development and Training Director to develop a report and recommendations;

2. A study of O.W.C.C. training needs was completed and a plan developed to meet those needs;

3. A $5.3 million IMPACT proposal for correctional programs in Portland, Oregon was written. The proposal included a training component and was to cover a three-year period; and

4. Direct training included 20 supervisors who each received eight (8) hours of training in "Work Planning and Performance Appraisal" (160 manhours).

The seventh quarter was the beginning of a new era in training. Management strongly backed the recommendations on standards for centralized Induction-Orientation training. A $60,000 Corrections and Jail Training grant. Although the highest yield in trainees and manhours of training took place in the fourth quarter, the eighth quarter brought the greatest diversity in training programs. Training results included: (1) 53 staff for the first two days of Induction-Orientation (840 manhours); (2) 41 staff for the second three days of Induction-Orientation (984 manhours); (3) 29 correctional officers for the second five days of Induction-Orientation (1,174 manhours); (4) 16 field counselors for Counseling by Objectives (384 manhours); (5) 11 O.W.C.C. staff for Human Relations training (68 manhours); (6) 16 supervisors for Work Planning and Performance Appraisal (208 manhours); and (7) 2 staff for specialized Conferences and Workshops (48 manhours). In total, 165 staff received 3,706 manhours of training during the eighth quarter.

The following chart: 1971-1973 Training Statistical Summary provides breakdowns of significant training statistics (please see following page).

In summary, the 1971-73 biennium concluded with the following major training accomplishments:

1. Eleven (11) training programs were conducted;

2. One thousand eighty-five (1,085) trainees (by training program - not individual employee) received 18,610 manhours of training;

3. Minimal training standards were set and implemented for all new Corrections Division employees:

   a. sixteen (16) hours Induction-Orientation training for all new nondirect service employees (secretaries, janitorial, etc.);

   b. forty (40) hours Induction-Orientation training for all new counselors, teachers, and allied direct service staff;

   c. eighty (80) hours Inducation-Orientation training for all new correctional officers and allied direct service staff;

4. A training site of 1,000 square feet (O.S.C.I.) was designated for centralized Corrections Division training for the first time in the history of Oregon's correctional training;

5. Three Federal (LEAA) training proposals were written and funded for a total of $115,000.[7]

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[7] 1971-1973 Training Report, Manpower Development and Training Section, Oregon Corrections Division, Department of Human Human Resources, August, 1973

The following table shows a total of 18,610 manhours of training for the 1971-1973 biennium.

1971-1973 TRAINING STATISTICAL SUMMARY [8]

Order of Starting	Training Program	Trainees		Manhours of Training	
		Number	Rank Order	Total Hours	Rank Order
1st	DAY TO DAY UNDERSTANDING and WORKING WITH OFFENDERS	360	(1)	4,320	(1)
2nd	WORK PLANNING and PERFORMANCE APPRAISAL	168	(3)	3,608	(2)
3rd	NICD CONFERENCE	121	(4)	968	(7)
4th	EMERGENCY SECURITY and RIOT CONTROL TRAINING	192	(2)	2,916	(4)
5th	COUNSELING BY OBJECTIVES	96	(5)	3,584	(3)
6th	OWCC - POLICIES and PROCEDURES	12	(9)	100	(9)
7th	CENTRALIZED ORIENTATION (Days 1 and 2)	53	(6)	840	(8)
8th	CENTRALIZED ORIENTATION (Days 3, 4, 5)	41	(7)	984	(6)
9th	CENTRALIZED CORRECTIONAL OFFICER TRAINING (Days 6-10)	29	(8)	1,174	(5)
10th	OWCC - HUMAN RELATIONS TRAINING	11	(10)	68	(10)
11th	CONFERENCES, WORKSHOPS, and OTHER TRAINING	2	(11)	48	(11)
	TOTALS	1,085		18,610	

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[8] IBID.

A total of 52,214 manhours of training has been projected for the 1973-1975 biennium. This projection was arrived at after establishing the following priorities for the biennium 1973-75:

> Maintain the 16-hour Induction-Orientation training standard for all new Corrections Division employees.
>
> Maintain the 80-hour Induction-Orientation training standard for all new Correctional Officers.
>
> Expand the 40-hour Induction-Orientation training standard for all new counselors and related direct service employees to 80 hours.
>
> Establish standards for supervisory training.
>
> Develop and implement a comprehensive supervisory training program.
>
> Develop and maintain a minimum of 20 hours per year inservice training for all direct service employees (correctional officers, counselors, teachers, etc.).
>
> Provide decentralized field training for Adult Community Services and Transitional Services in the nonmetropolitan areas.
>
> Plan, develop and initiate a Management Selection and Development Program.
>
> Provide jail training and technical assistance to jailers in collaboration with the Board of Police Standards and Training.
>
> Develop and operationalize a Management Information System which will enable the tracking of training received by individual employees.[9]

While it is evident from review of these materials that increased emphasis is being placed on training programs within the Oregon Corrections Division, the absence of comparable support for education programs for staff is a point of concern.

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[9] IBID.

The following is a list of National Standards for Correctional Training recommended by the National Advisory Commission on Criminal Justice Standards, 1973:

> Correctional agencies immediately should plan and implement a staff development program that prepares and sustains all staff members.
>
> 1. Qualified trainers should develop and direct the program.
>
> 2. Training should be the responsibility of management and should provide staff with skills and knowledge to fulfill organizational goals and objectives.
>
> 3. To the fullest extent possible, training should include all members of the organization, including the clients.
>
> 4. Training should be conducted at the organization site and also in community settings reflecting the context of crime and community resources.
>
>   a. All top and middle managers should have at least 40 hours a year of executive development training, including training in the operations of police, courts, prosecution, and defense attorneys.
>
>   b. All new staff members should have at least 40 hours of orientation training during their first week on the job and at least 60 hours additional training during their first year.
>
>   c. All staff members, after their first year, should have at least 40 hours of additional training a year to keep them abreast of the changing nature of their work and introduce them to current issues affecting corrections.
>
> 5. Financial support for staff development should continue from the Law Enforcement Assistance Administration, but State and local correctional agencies must assume support as rapidly as possible.
>
> 6. Trainers should cooperate with their counterparts in the private sector and draw resources from higher education.
>
> 7. Sabbatical leaves should be granted for correctional personnel to teach or attend courses in colleges and universities.

According to Gerald Jacobsen, Director, Manpower and Development Training,* these standards have been applied by the Oregon Corrections Division to the following degree:

> Standards 1 and 2 are being met and perhaps exceeded.
>
> Standard 3 is being totally met with the possible exception of client involvement.
>
> Standard 4a is partially being met and may be achieved during 1974.
>
> Standard 4b is being exceeded for correctional officers at O.S.P. and should be met by O.S.C.I. in 1974. This standard should be achieved for correctional counselors and allied personnel in 1974. Current resources make this standard prohibitive for new personnel who don't work directly with clients.
>
> Standard 4c is not being met because our current standard is 20 hours per year of in-service training for all direct-service personnel. At the present level of general funds and federal funds resources, a maximum of 30 hours per year of in-service training for all direct-service personnel could be achieved in 1975. If either general fund or federal funding support diminishes, present standards would have to be reduced.
>
> Standards 5 and 6 are totally being met.
>
> Standard 7 is authorized under personnel rules and regulations and many staff are attending college with the assistance of LEAA funding. Tuition reimbursement is also provided within limited funds to attend specialized courses, workshops and conferences.

The above materials are presented as an attempt to indicate the extent of training of personnel in the Oregon Corrections Division and particularly to illustrate the commitment to the Division's pursuit of accelerating training needs and to the attempts to narrow the aforementioned "gaps" revealed in the National Council on Crime and Delinquency survey. An attempt to evaluate the effectiveness of these training programs is not within the scope of this report, nor would it enhance its purpose at this time. It is, however, important to gain an understanding of the level and scope of existing training programs as we move toward new types of staff development programs.

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*From materials provided to the Oregon Corrections Education Commission for purposes of this study.

Survey of Correctional Staff - Needs and Aspirations

The purpose of this correctional staff survey was to gain an indication of staff needs and interests in education and training in the corrections field.

The survey was carried out with questionnaires given to a 25 percent random sample of correctional staff at the Oregon State Penitentiary and the State Correctional Institution. At the Oregon Women's Correctional Center, an attempt was made to survey all staff because of the small number assigned to that institution. From the total staff at the three institutions, a sample of 200 was drawn and surveyed. Completed questionnaires were returned from 141 staff members, representing a response rate of 70 percent.

The results of the survey are presented here in summary form.

Staff Interest in Education

It is readily apparent from the survey data that there is high staff interest in education. Fully 65 percent of the total sample indicated a desire to take advanced courses in the corrections field (see Table 1, A). Interest in education appeared to be highest among younger staff members (under 30 years of age) with 80 percent responding positively to our inquiry. For older staff members (over 30 years of age) the level of interest in education was 62 percent.

In addition, interest in education appeared to be high for all job levels within the institutions.

Staff in teaching or counseling positions were most interested in education (79%). They are followed by supportive and clerical staff (65%), line officers (63%), and administrators and program directors (60%); 82 percent of respondents indicated that classes should be open to general study body and 69 percent indicated that this should include inmates. (See Table 1, A, B.)

Ability to do College Work

The survey revealed that most correctional staff feel they have the ability to undertake advanced college-level study. Eighty-nine percent of the younger staff and 87 percent of the older staff felt that they were able to do college work (see Table 1, D). Only 13 percent of the total sample doubted their ability to perform at the college level. The most frequently cited reason for this doubt appeared to be that they had been away from the classroom too long to recall or utilize good study habits.

TABLE 1

STAFF ATTITUDES ABOUT PARTICIPATION IN EDUCATIONAL PROGRAMS
(By Percentage of Respondents)

	TOTAL SAMPLE	AGE		INSTITUTION			CORRECTIONAL POSITION			
		Under 30	Over 30	OSP	OSCI	OWCC	Line	Teacher	Admin	Support Clerical
A. Interested in Enrolling in Corrections Courses	65	80	62	63	64	78	63	79	60	65
N's	(135)	(25)	(110)	(89)	(28)	(18)	(75)	(19)	(15)	(26)
B. Classes Should be Open to General Student Body	82	96	78	76	93	91	81	95	94	65
N's	(141)	(27)	(114)	(92)	(28)	(21)	(79)	(20)	(16)	(26)
C. Classes Should be Open to Inmates	69	77	67	65	64	91	60	95	75	69
N's	(140)	(26)	(114)	(91)	(28)	(21)	(78)	(20)	(16)	(26)
D. I Doubt My Ability to do College Work	13	11	13	13	18	5	17	-	6	17
N's	(138)	(27)	(111)	(90)	(27)	(21)	(78)	(20)	(16)	(24)

Educational Aspirations

The data shows that 59 percent of the staff surveyed are interested in pursuing some kind of advanced educational degree (see Table 2). The greatest interest appears to be at the Master's level, with 21 percent of the staff desiring to pursue a Master of Arts Degree (M.A.) and 10 percent a Master's in Social Work Degree (M.S.W.). As was found to be the case previously, interest in pursuing advanced degrees appears greater among younger staff than older staff; 85 percent of those under 30 years of age indicated interest in pursuing advanced degrees. Again, this may be because of older staff being away from the classroom for a longer period of time, but in any case, there is certainly overall interest in education for both groups.

Interest in Skills and Areas of Knowledge Related to Corrections

In order to determine which skills and areas of knowledge correctional staff felt were important, and should be included in staff education, we asked respondents to rate as important or unimportant a series of subject areas and skills related to corrections (see Table 3). The results are presented in summary fashion below:

> 71 percent of the staff surveyed felt that knowledge about the development of career opportunities for released inmates was an important area for staff education. In addition, 58% of those surveyed felt that knowledge about education and training opportunities for inmates was important.
>
> 67 percent of the sample felt that staff should know more about the judicial process and parole procedures.
>
> 63 percent of those surveyed rate the development of techniques of working with community groups and volunteers as being important.

TABLE 2

EDUCATIONAL ASPIRATIONS OF CORRECTIONS STAFF
(By Percentage of Respondents)

EDUCATIONAL LEVEL (Degree Sought)	TOTAL SAMPLE	AGE		INSTITUTION			CORRECTIONAL POSITION			
		Under 30	Over 30	OSP	OSCI	CWCC	Line	Teacher	Admin	Support Clerical
Associates Degree	8	4	9	7	11	9	10	5	-	8
Bachelor's Degree	13	23	12	16	9	9	18	5	7	8
Master's Degree	21	35	17	17	29	24	14	41	34	18
Masters in Social Work	10	12	9	8	7	19	11	15	-	8
Doctor's Degree	7	11	5	8	4	5	7	15	7	-
Other*	7	-	8	7	7	5	4	4	13	12
Not Interested in Education	35	15	40	37	33	29	36	15	39	46
TOTAL	100	100	100	100	100	100	100	100	100	100
N's	(136)	(26)	(110)	(88)	(27)	(21)	(77)	(20)	(15)	(24)

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*Other category includes respondents interested in education but not a specific degree program.

61 percent of the sample felt that theoretical course work in the areas of social work and deviate behavior were important.

50 percent of the sample felt that counseling and/or teaching skills are important to staff education.

11 percent of the sample felt that additional security training is necessary.

Correctional Careers

A wide gap is indicated between the desire to make corrections a career and perceived public opinion about those careers (see Table 4). The extreme example of this is that 83 percent of the Line Officers plan to make corrections a career; only 5 percent of line officers indicated that they thought public opinion about these careers was "good".

Approximately one-half (52%) of respondents under 30 indicated plans to make a corrections career 86 percent of respondents over 30 indicated plans to continue a career in corrections. Only 12 percent of those respondents over 30 felt that public opinion of corrections careers was "good". Ninteen percent (19%) of those under 30 responded likewise.

Of the total sample, 87 percent indicated that public opinion perceived these careers "fair" (43%) or "poor" (44%). Thirteen percent (13%) indicated they thought public opinion viewed these careers as good.

TABLE 3
STAFF INTEREST IN SKILLS AND AREAS OF KNOWLEDGE RELATED TO CORRECTIONS
(By Percentage of Respondents)

AREA OF KNOWLEDGE	TOTAL SAMPLE	AGE		CORRECTIONAL POSITION							
		Under 30	Over 30	Officer	Sergeant	Lieutenant	Teacher	Counselor	Admin.	Clerical	Support
Security Procedures	11	24	8	13	-	-	17	43	-	27	-
Philosophies of Corrections	35	27	37	45	29	-	27	14	9	75	50
Inmate Rights	47	57	44	50	29	17	64	50	22	89	33
Counseling Skills	50	59	48	60	53	44	54	-	18	90	33
Teaching Methods	52	61	49	58	78	67	17	75	-	85	60
Education and Training Opportunities for Inmates	58	75	53	66	60	33	17	50	56	91	60
Theories of Criminal Behavior	61	43	65	69	65	33	70	14	14	78	83
Theories of Social Work	61	59	62	62	71	100	64	-	40	89	75
Techniques of Work W/Community Volunteers	63	83	57	72	83	100	50	43	20	70	100
Parole Procedures	66	73	65	74	58	50	73	29	54	89	75
Judicial Process	67	61	69	68	73	63	70	50	50	92	50
Career Opportunities for Released Inmates	71	80	68	75	88	50	58	67	50	89	75
N's	(103)	(25)	(78)	(42)	(17)	(6)	(10)	(7)	(7)	(9)	(5)

TABLE 4

STAFF ATTITUDES ABOUT CORRECTIONAL CAREERS
(By Percentage of Respondents)

	TOTAL SAMPLE	AGE		INSTITUTION			CORRECTIONAL POSITION			
		Under 30	Over 30	OSP	OSCI	OWCC	Line	Teacher	Admin	Support Clerical
Plan to Make Corrections a Career	80	52	86	82	82	65	83	70	88	72
N's	(139)	(25)	(114)	(91)	(28)	(20)	(78)	(20)	(16)	(25)
Would Advise Others to Go Into Corrections Field	59	56	60	59	46	76	49	60	75	76
N's	(136)	(25)	(111)	(87)	(28)	(21)	(75)	(20)	(16)	(25)
Public Opinion of Correctional Careers										
Good Career	13	19	12	14	12	14	5	25	33	17
Fair Career	43	39	44	42	46	43	44	45	27	50
Poor Career	44	42	44	44	42	43	51	30	40	33
N's	(134)	(26)	(108)	(87)	(26)	(21)	(75)	(20)	(15)	(24)

Education Resources - Survey and Interviews

The 13 community colleges and public higher education institutions were surveyed to attempt to define the scope of development of criminal justice programs in the state. Discussions were held with various persons engaged in teaching or development of programs.

Community Colleges

The recent development of education programs within the state's community colleges in the criminal justice area was in most instances initiated in response to requests for special classes from local agencies, particularly police departments. Generally, this response resulted in the establishment of a basic core of 12 hours of course work in law enforcement. There are exceptions, the most notable being the Linn-Benton program which offers approximately ten courses in addition to the basic core.

Associate of Arts degree programs have been developed incorporating the law enforcement core courses in a number of institutions and attempts made to specify a program for students that is transferable to programs in the state's four-year institutions, particularly Oregon College of Education, Southern Oregon College, and Portland State University.

The prevailing opinion of those persons interviewed was that, in order for the community colleges to effectively meet the need for criminal justice studies, there must be a coordinated effort among those colleges to develop a comprehensive statewide program with each participating college developing a specified program in one area of the criminal justice system.

Public Higher Education Institutions

Increased activity at the public higher education level is evident at the following four institutions:

Southern Oregon College offers two instructional programs; one, a Bachelor of Arts degree in law enforcement; two, a certificate in conjunction with the General Studies Degree in Arts and Sciences requiring 21 hours in law enforcement classes in addition to General Studies Degree requirements.

Oregon College of Education offers a Master of Arts degree in Corrections Administration and Bachelor of Arts or Science degrees with an emphasis in either Corrections or Law Enforcement.

The curriculum draws heavily from social sciences curriculum with a speciality in Corrections. The Corrections curriculum includes a diversity of courses: Parole and Probation, International Survey of Administration of Justice, Sociology of Deviant Behavior, Corrections Process, etc. The programs have a broad liberal arts and social sciences orientation. There seems to be a cooperative working relationship with the Corrections Division in development of the program. The college faculty and administration have attempted to be responsive to the staff needs of the Division in the development of curriculum.

At the University of Oregon the School of Community Services and Public Affairs offers a Bachelor of Arts degree in Community Service, with an emphasis in corrections and available related field placements.

Following is a list of current operational plans for the C.S.P.A. Correction Program, provided for purposes of this study, by James G. Kelly, Dean, School of C.S.P.A.:

Current Operational Plans for C.S.P.A. Correctional Program

Goal #1: To provide senior students a corrections program which will provide knowledge and skills to enhance their opportunities for employment in the corrections field.

Plan: (1) To continue to engage administrative staff of correctional facilities in the planning process to design curriculum (both on-campus and field); (2) continue to engage a Task Force on Correctional Skills to design curriculum (both on-campus and field); (3) consultation with national resources and developing financial resources to implement programs.

Goal #2: To provide an in-service program designed to upgrade knowledge and skills of correctional personnel. The program will present offerings in such areas as management, supervision, and counseling skills.

Plan: (1) Continue to engage correctional administrators in the planning process to design curriculum (both on-campus and field); (2) continue to engage the Task Force on Correctional Skills in the planning process to design curriculum (both on-campus and field).

Goal #3: To provide on-campus students (other than C.S.P.A. students) course offerings to broaden their knowledge of the field of corrections.

Plan: To develop on-going relationships with other university departments to afford students the opportunity of enrolling in C.S.P.A. correction courses.

Goal #4: To provide students - both in the field, and recent C.S.P.A. graduates - a graduate program leading to a Master's Degree in Criminal Justice Administration.

Plan: In addition to using input from correctional administrators and field instructors, to work closely with the Public Affairs Program in C.S.P.A. and the Master of Arts Program in Counseling for the design of the Criminal Justice Master's Program.

Goal #5: To provide career connections for C.S.P.A. corrections students and work with other programs in the same.

Plan: Identify career positions and aid in the development of others. Describe the roles of these positions and qualifications needed. Conduct and provide seminars on employment procedures, preparation of vita.

To date, minimal progress has been made toward the implementation of this program at the University of Oregon.

Also, a Master of Arts degree is available through an Interdisciplinary Studies Program in the area of Juvenile Corrections.

Of special interest is a three-year $600,000 federal grant awarded to the Administration of Justice program at Portland State University to develop a program of study that would lead to a doctoral degree in the field of criminal justice no later than July 1, 1976. The goals of the project include the formulation of:

> graduate curriculum models that support the effective performance of criminal justice roles;
>
> research models that will establish facts and principles useful to the criminal justice process;
>
> instructional models that will meet the professional needs of criminal justice students who are both within and outside the immediate service area of Portland State University;
>
> criminal justice manpower projections that will provide a reasonably accurate guide for educational programs;
>
> criminal justice placement services for graduates of the Consortium institutions;
>
> and, a vehicle to assist in the implementation of appropriate criminal justice standards and goals.[10]

The educational planning phase of this project will provide both in-service and pre-service criminal justice students with an interdisciplinary learning environment in which they may develop problem-solving tools applicable to problems of urban crime. An important component of their education will be community involvement in the form of internships and work experience programs within selected criminal justice-related agencies. This feature should result in real-life utilization of remedial techniques by criminal justice agencies. Those students who successfully complete their doctoral course of study should be able to assume leadership responsibilities within their individual criminal justice careers and produce positive changes in the quality of their agency's services.[11]

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[10] Portland State University, Educational Development Consortium, Law Enforcement Assistance Administration Grant Application #74-CD-99-0001, October, 1973.

The research phase of this project will support the development of a responsive criminal justice-related doctoral program by assisting in the solution of such fundamental criminal justice educational problems as:

> the development of curriculum that serves the professional needs of the criminal justice process;
>
> the projection of reasonably accurate criminal justice manpower needs, including practitioners, students, and faculty;
>
> the determination of educational requirements for all levels of criminal justice performance, including administrators, supervisors, and first-line specialists;
>
> and, the effective coordination of municipal, state, and national criminal justice educational programs.[12]

The project also has the identified responsibility to colleges and universities throughout Region 10 (Washington, Alaska, Idaho, and Oregon) for assistance in the evaluation of curriculum and development of coordinated instructional and research programs. Portland State University is now participating in this consortium project with six other higher education institutions including: East Kentucky, North Eastern Boston, Michigan State, University of Maryland, Arizona State, and Nebraska-Omaha.

Arizona State will serve as the host institution. These institutions, all funded with similar proposals, will work cooperatively towards shared program goals and objectives. Clearly, if such resources are made available within our state and utilized imaginatively and effectively, a major portion of the problems now faced in the area of education for corrections staff could be addressed.

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[11] IBID

[12] IBID

Review of Related Research

Major research related to Criminal Justice Systems staff development has been undertaken in Kentucky and Florida.

Research was conducted for the Kentucky Crime Commission to determine the manpower needs of Kentucky's criminal justice system and to assess present higher education programs leading to careers in criminal justice. This is an in-depth study projecting manpower needs for Kentucky's Criminal Justice System and well-delineated recommendations to be implemented by the higher education community of that state.[13]

In Florida, the Board of Regents Criminal Justice Education Project, State University System of Florida, conducted an in-depth study of manpower needs in Florida's Criminal Justice System and projections for education needs for 1980 for criminal justice studies in that state.[14]

Similar major recommendations emerged from each study. Both studies recognized a need for:

A comprehensive, on-going assessment of manpower needs.

The implementation of well-explicated career ladders and lattices appropriate to each section of the criminal justice system.

Identification of resources and a clearinghouse for funding.

Comprehensive and integrated effort for higher education commitment in all areas of the criminal justice systems.

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[13] Master Plan for the Development of Criminal Justice Higher Education in Kentucky, Kentucky Crime Commission, August, 1973.

[14] Manpower and Education for Criminal Justice in Florida, Assessment and Projected Needs of the System, Final Report of the Board of Regents Criminal Justice Education Project, August, 1973.

A NEW CAREERS APPROACH

In consideration of recent developments and recommendations regarding the use of paraprofessionals, practicum and field placement of students, and an increasing use of career ladders and lattices in the corrections field, a New Careers Model for correctional staff education seems an appropriate approach to correctional career preparation. This approach combines work and education experiences for career development, particularly in the realm of human services.[15] Polk notes:

> As a general model ... it merits further study by the correctional specialist. It may provide a general organizational umbrella under which fruitful kinds of joint university - agency training can be carried out. A New Careers center at a university could have many of the things which have been noted as essential. First of all, it would be linked to a set of degree-granting sequences, which will be necessary to provide the upward mobility implied in the New Careers Concept. Moreover, it would be forced to break from the tradition of campus training to train within agency work settings. Finally, it would provide a graduated and integrated set of training experiences ... in that the student would achieve a sense of "going somewhere."[16]

Jacobsen addresses the difficulties faced by potential corrections careerists but points out some of the possibilities for staff development.

> Many of the ingredients for the development of improved manpower systems are already available to us. An analysis of Oregon's Classification Plan revealed that various combinations of Education and Experience could be applied to correctional manpower.
>
> Educational opportunities can be provided to correctional personnel through G.E.D. courses, community colleges, and colleges and universities through leave with pay, tuition reimbursement, federal grants, and accommodating work schedules.

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[15] Reissman, F., and Popper, H.I., Up From Poverty: New Careers Ladders for Non-Professionals, New York: Harper, 1968.

[16] Polk, op. cit., p. 58.

> Work experiences can be provided through volunteer service, student practicums, and entering the system through lower level jobs.[17]

Jacobsen also provides a career ladder-lattice which illustrates potential horizontal and vertical mobility for the employee (see page 197).[18]

The missing ingredient, however, is a structured commitment of higher education resources that would embrace and facilitate such a development. An agency's restructuring of its work roles and commitment to a New Careers Model, or other staff education model, will not in itself assure that related changes in higher education necessary for a successful staff education program will naturally follow. A clear commitment of the State's education resources is essential.

A precedent for a New Careers Model has been established in Oregon, which may serve as a guide for future use in corrections.[19] This is the recently established New Careers in Mental Health Program in the School of Community Service and Public Affairs. The Summary of Training Proposal provides an indication of how agencies and education institutions can cooperate to deliver education, training, and services.

> The program will improve mental health and related services in Lane County by encouraging coordinated, multi-agency delivery of services to needy groups (e.g. children and youth, the aged, potentially committed disturbed and/or retarded persons, alcohol and drug abusers), and by facilitating inter- and intra-agency implementation of new mental health service roles and career mobility systems for low-income, initially untrained paraprofessionals. Up to 35 'incumbant' (already employed and 15 'new hire' (jobs developed by NCMH) New Careerists from a variety of agencies will be --or are-- trainees. Incumbants will receive tuition monies; new hires both tuition monies and one-year stipends equalling a salary-base percentage. All will be enrolled in an education/training program which is fully accredited, based in work-experience, and organized around training essential to service delivery as well as career and academic mobility.

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[17] Jacobsen, Gerald D., Correctional Manpower in the 70's: Pattern and Potentials, unpublished at this date.

[18] IBID.

[19] PHS Training Grant MH 13606-02, New Careers Undergraduate Training, CSPA, Community Mental Health, University of Oregon, 1973.

> Lower-division credits will be via Lane Community College; upper-division via the University of Oregon. Probable degrees include (but aren't limited to): A.A. Social Science; B.S. Community Service. Credits for work and life experiences and for 'embedded curriculum' are being negotiated with several departments at both campuses. Full-time enrollment and full-time work with minimal use of release-time is assured and receipt of the B.A. within 3-4 years from G.E.D. or high school graduation is feasible. A career ladder with full horizontal and vertical mobility is being developed within and across agencies.[20]

An Academic Delivery System was devised and Curriculum Development Objectives explicated. These are coordinated in such a way that the delivery system will enable the New Careerist to work full-time and simultaneously earn a career-related degree.[21]

> The New Careers Academic Delivery System (Design):
>
> The program has designed and begun to implement at both the University of Oregon and Lane Community College an academic delivery system which is fully accredited, involves minimal release-time usage, and is primarily based in work-experience. The general design of this system is schematized and elaborated upon below:

a. Field Experience Accreditation of Work Performed	b. Accreditation of Curriculum "Embedded" In On the Job Training
c. Accreditation of Site-Delivered Courses	d. Accreditation of Campus-based Courses

> With respect to this design, the following "highlights" should be noted:
>
> 1. The credits and curriculum associated with cells "a" and "b" stem entirely from on-the-job performance and training experiences. They involve virtually no use of release-time.

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[20] IBID, p. 2.

[21] IBID, p. 24.

2. The credits and curriculum associated with cell "c" involve minimal use of release-time and maximal engagement of agency personnel in instruction, tutorial, and curriculum development roles.

   release-time usage is minimized by eliminating the travel to/from the campus and by delivering lunch hour instruction when desired by New Careerists.

   in-service training workshops and specified learning modules as well as site-delivered coursework are cell "c" events when accredited by the enrolling institution.

3. The credits and curriculum associated with cell "d" involve use of release-time for travel to/from as well as participation in campus-based education. Academic advisement with respect to prime courses and instructors will assure maximum benefit from cell "d" experiences.

4. The credits and curriculum which over time come to be associated with cell "b" will be products of a crucial and experimental venture involving on-going negotiations between agencies and colleges with respect to the kinds of training events the college might accredit in particular agencies and the kinds of academic information these agencies might incorporate into their training in order to assure accreditation. The New Careers program will initiate such negotiations and act as liaison between colleges and agencies wherever possible.[22]

With commitment from community colleges and the State System's higher education resources, it appears that a New Careers program can be developed to effectively serve correction's staff education needs at all levels.

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[22] IBID, pp. 22-23.

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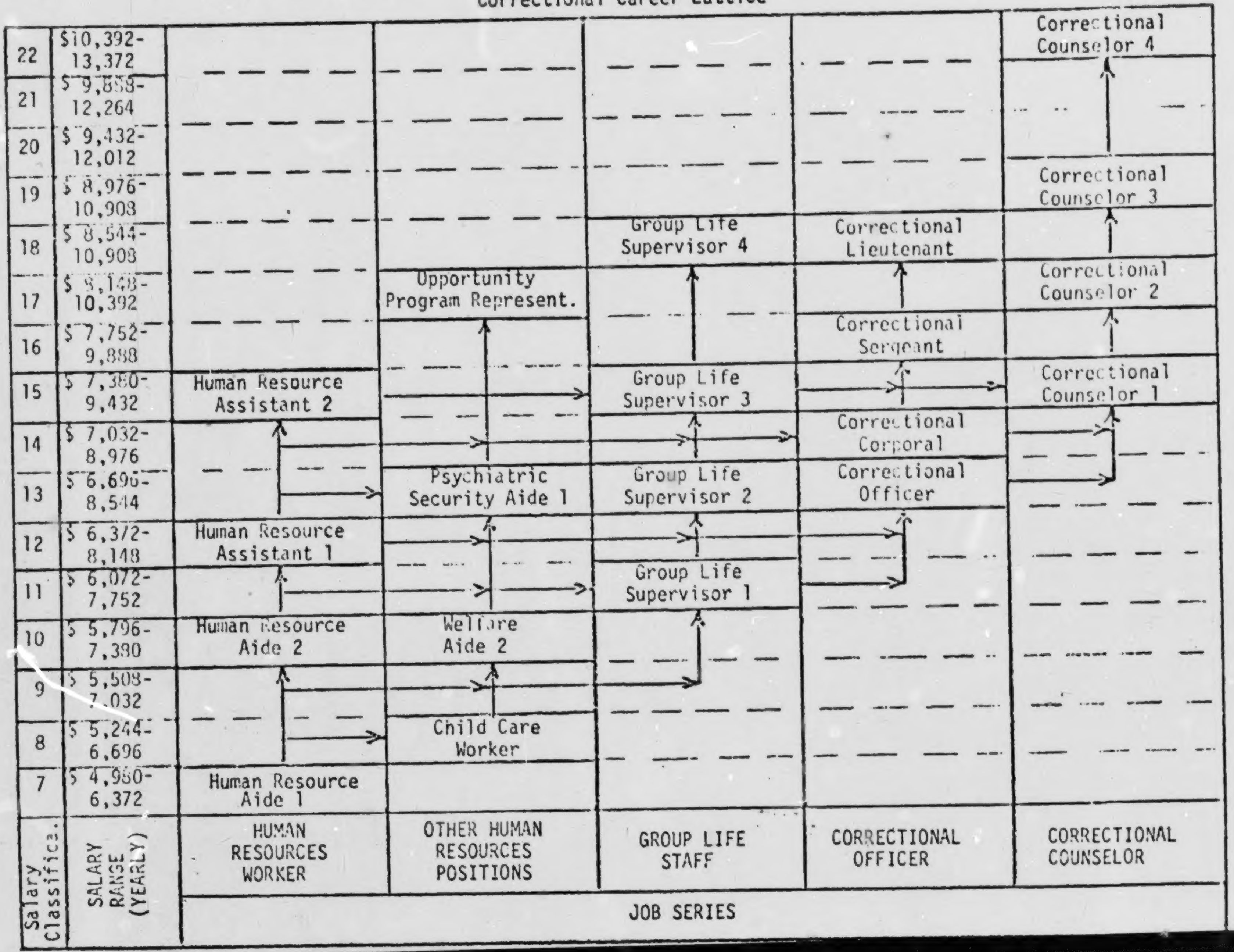
Correctional Career Lattice



Salary Classifica.	SALARY RANGE (YEARLY)	HUMAN RESOURCES WORKER	OTHER HUMAN RESOURCES POSITIONS	GROUP LIFE STAFF	CORRECTIONAL OFFICER	CORRECTIONAL COUNSELOR
22	$10,392-13,372					Correctional Counselor 4
21	$ 9,858-12,264					
20	$ 9,432-12,012					
19	$ 8,976-10,908					Correctional Counselor 3
18	$ 8,544-10,908			Group Life Supervisor 4	Correctional Lieutenant	
17	$ 8,148-10,392		Opportunity Program Represent.			Correctional Counselor 2
16	$ 7,752-9,888				Correctional Sergeant	
15	$ 7,380-9,432	Human Resource Assistant 2		Group Life Supervisor 3		Correctional Counselor 1
14	$ 7,032-8,976				Correctional Corporal	
13	$ 6,696-8,544		Psychiatric Security Aide 1	Group Life Supervisor 2	Correctional Officer	
12	$ 6,372-8,148	Human Resource Assistant 1				
11	$ 6,072-7,752			Group Life Supervisor 1		
10	$ 5,796-7,380	Human Resource Aide 2	Welfare Aide 2			
9	$ 5,508-7,032					
8	$ 5,244-6,696		Child Care Worker			
7	$ 4,980-6,372	Human Resource Aide 1				

JOB SERIES

PROGRAM RECOMMENDATIONS - STAFF EDUCATION

In his address to the National Conference on Corrections, Chief Justice Warren Burger noted the need for well-trained personnel to run our correctional institutions. He also stated eloquently one of the needs of the persons incarcerated in those institutions:

> We know that one of the deepest hungers of the human being is communication with others of his hopes, his fears, his problems. Inside the walls of a prison this basic need of Man does not vanish and indeed we know it is greater than ever. A means of regular communication should be established between inmates and those who run the institution. We cannot turn the management of a prison over to the inmates, but society, as represented by the 'keepers,' can listen to what the inmates have to say.[23]

One of the important things learned as a result of this study is that "communication" is not only a problem for the inmate, but also for staff and the community at large. One of the more serious problems that should be further explored and documented is the problem of communication for the "keepers". Implications drawn from The Staff Survey as well as informal discussion with members of the staff, indicated to us that one of the serious "gaps" to be dealt with is that of communications between the "keepers" and the public. The fact that such a large number of the staff, particularly at the direct-services level, felt that public opinion of their occupations was "fair" to "poor" should lead to exploration of how to enhance the professional status of corrections personnel.

There must surely be an erosion of the quality of work undertaken by a person if that work is not deemed valuable in the context of the society in which he/she lives. In a human-services career this will inevitably be reflected in the quality of interaction between worker and client. If habilitation goals are to be realized, the quality of this critical interaction must be improved. This is where communication must be adequate to allow for an habilitating atmosphere.

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[23] Burger, Chief Justice Warren E., National Conference on Corrections, Williamsburg, Virginia, December, 1971, p. 12.

Staff development in corrections will require persistent effort not only on the part of the Corrections Division, but the public and the State's education communities as well. The quality of communication between all of these elements will be reflected in the quality of personnel and hence, the quality of services extended.

To ensure access to higher quality education opportunities for corrections personnel,

> WE RECOMMEND: *The creation of a Criminal Justice Systems Education Consortium that would embrace and interrelate relevant offerings in postsecondary education institutions, including community colleges, and public and private four-year colleges and universities.*

Following are a list of specific recommendations regarding the delivery of education to corrections personnel.

Community Colleges

To participate in the development and implementation of a Criminal Justice System Consortium in order to provide a comprehensive training program for Associate of Arts level certificate in one area of the Corrections Training Service for each participating community college. Curriculum ideally would allow the student comprehensive training in the area of the criminal justice system he desires and be so structured as to allow transferability of all credits to a four-year institution, if the Bachelor of Arts is desired. This will require continuing negotiation with higher education institutions.

To continue the basic core law enforcement curriculum, modified by demand from local agencies.

To expand involvement in student practicum and field placements for corrections related institutions and work and education release centers.

To provide guidelines and mechanisms to facilitate the acquiring of credit for demonstrated knowledge and expertise acquired from corrections related work experience at all job levels.

To establish New Careers Centers in the participating colleges in order to coordinate course work, work experience, practicum and field placements with the assurance of career mobility at all job levels. This demands on-going assessment of needs within the Corrections Division and a structured, well-defined, on-going communication of those needs between the Division and related college personnel.

Public Higher Education Institutions

Commitment to the goals of a Criminal Justice System Education Consortium designed to provide comprehensive education offerings at all postsecondary levels to serve staff needs; to participate in its formulation and to subsequently commit services, faculties and funding resources for teaching, research and evaluation in this field.

To provide experimental, flexible education delivery systems, particularly the delivery of instruction and coordinated research opportunities to personnel in the field.

To continue to expand field placement and practicum training.

To cooperate in establishing guidelines for facilitating the earning of credits toward certificates or degrees for demonstrated knowledge and expertise acquired through work experience and to assure that these opportunities exist at all job levels.

To establish New Careers Centers in the higher education institutions for the recruitment of potential corrections employees and for the coordination of practicum, field placement, teaching functions with existing and potential corrections careers.

To participate in the establishment of structured, definitive means of communication within the Corrections Division to serve as the basis for a continuing assessment of its education needs and to provide for the on-going development of education programs reflective of these identified needs.

Corrections Division

To participate in a Criminal Justice System education consortium for staff development by:

- establishing standardized, explicit incentive systems for staff development at all job levels, including:
  - salary increases for course, certification and degree requirements; and
  - time from job for participation in classes for academic credit.
- continued development of the career ladders-lattices concept to assure that all job levels potentially relate to all other job levels.

To provide opportunity for frequent, on-going evaluation of staff education needs and aspirations and to aid in establishing structured, well-defined methods for communicating these needs to related community college and higher education institution personnel.

To provide, in conjunction with fulfilling educational aspirations, opportunities that will allow corrections staff at all job levels to be part of a community education process. This may include teaching or public speaking as part of their corrections duties and can be built into career ladders and lattices, relate to practicum credits, etc. This is crucial in the development of incentives. It is also crucial to developing a communication process whereby the Corrections staff can establish contacts throughout the State's communities. It is essential that the staff at all job levels begin to participate in a community education process and through this process become advocates for their clients and equally important, for themselves as Corrections careerists.

COMMUNITY EDUCATION

Crime is a social problem that is interwoven with almost every aspect of American life; controlling it involves changing the way schools are run and classes are taught, the way cities are planned and houses are built, the way businesses are managed and workers are hired. Crime is a kind of human behavior; controlling it means changing the minds and hearts of men. Controlling crime is the business of every American institution. Controlling crime is the business of every American.

The President's Commission on Law
Enforcement and the Administration
of Justice - 1967

If a nation expects to be ignorant and free in a state of civilization, it expects what never was and never will be.

Thomas Jefferson

THE PROBLEM

The habilitation of offenders has not traditionally been seen as a community responsibility. Rather, corrections systems have been developed which isolate "problem" populations from the community. This is consistent with a cultural development, the results of which are evident in many areas of social problems today. That development is best understood as a strategy of addressing certain problem populations by removing them from the community. The responsibility for these populations is relegated to the professionals, and are then largely ignored by the citizenry. This is true in the areas of mental health, medical problems, the aged, and even to some extent, of educational problems, as well as in the field of corrections.

Mere isolation from the community has not proven to be an adequate solution in any of these cases. Only recently, we have come to some recognition of this fact in the area of mental health. The return to the community of the mentally "ill" has been in progress for several years, in Oregon as well as in other states. In the field of corrections, a "new era" has been heralded in treatment strategies which involve increased community participation. This new era is one of a movement to community-based corrections, and, indeed, correctional strategies which are intended to bypass incarceration altogether, including expanded use of probation, deferred sentencing, direct parole, and other innovations intended to keep the offender in the community. If we are to begin to treat offenders at the community level, as these practices suggest, a well-educated community is an essential pre-requisite.

To what sort of client population are we referring when we begin to talk about ex-offenders in the community? In Oregon, as of April, 1974, there were 5,767 men and women on parole or probation in the state. Table I shows a breakdown of client status by statewide districts.

Table I

State Parole and Probation Clients

(April, 1974)

District	On Parole	On Probation	Compact Cases*
Pendleton	49	340	82
Portland	493	1,896	391
Salem	198	539	108
Eugene	226	621	111
Medford	76	478	159
TOTALS	1,042	3,874	851

*Compact cases include parolees who are on parole from states other than Oregon, but who are living in Oregon, under supervision of Oregon's Adult Parole and Probation authority.

In addition, federal parole and probation encompasses a total of 626 Oregon residents. This figure includes people on parole, probation, mandatory release, military parole, deferred prosecution, and magistrate probation.

The figures for probation or other supervisory maintenance at the local level were not available, due to jurisdictional difficulties in data reporting, varying means of identifying ex-offenders, and time constraints placed upon the study.

As for those individuals who have been discharged from institutions, or who have successfully completed parole, data is not available, but estimates would put the figure in the thousands. The Parole Board does not attempt to keep these kinds of records.

The figures presented above represent a small but significant segment of the state's population who share some special difficulties in their interaction with the rest of the community. As ex-offenders, they are the subject of a pervasive mythology, a common stereotyping, and of pandemic misunderstanding, all of which conspire to make difficult their hoped-for readjustment to the community.

Ex-offenders report problems in dealings with banks, insurance companies, credit establishments, employers, landlords, and law enforcement representatives. These particular difficulties are not typical of the experiences of an ordinary citizen in the community. Consequently, ex-offenders tend to interpret their differential treatment as adversarial treatment based upon their ex-convict status. If such adversity exists, it is probably due to a combination of lack of understanding on the part of community agencies and organizations and their employees, and a lack of coping skills in dealing with these organizations on the part of people newly returned to the community from institutions.[1]

The above-stated problems should be seen not only as problems of the ex-offender, but also of the corrections system and the general community. The lack of public understanding presents problems accruing to the administration, as well as to the client of corrections divisions. The aspects of this lack of understanding are many. On one

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[1] D.C. Department of Corrections "Evaluation of Institutional and Community Experience by Successful and Unsuccessful Parolees," Washington, D.C., 1969.

level, acceptance of modern correctional philosophy has not reached a major portion of the population. Indeed, even the college-educated segment of society has little intellectual exposure to new ideas in corrections. Large numbers of people still espouse the punishment orientation which typified prisons and prison policy until recent years. There appears to be a willingness of the public to rely on the strategy of isolating the "problem populations" from the community. This has been particularly evidenced in the field of prisons and prison management. The community has handed over the job of punishment, deterrence and habilitation to the corrections systems, and has in general abdicated further responsibility for the persons who are the clients of that agency.

As a result of this abdication, we have today an ill-informed public, which has little knowledge of the philosophy and the resulting programs advocated by professionals in the field. "Habilitation," "resocialization," and "therapeutic programs" can mean little to an uninformed populace.

In addition, information which is disseminated through the media often compounds this lack of understanding. Such sensational stories as those centering on riots, strikes, and escapes are considered more newsworthy than are the rather low-key, uneventful, day-to-day increments of progress made through some of the newer programs in corrections. Thus, the information which the public receives is weighted heavily toward the sensational, more alarming aspects of the total correctional picture.

Corrections systems need an understanding, participating public; one which accepts its share of the responsibility for crime itself, as well as responsibility for the reintegration of ex-offenders into the community. This means participation in community-based correctional efforts, as well as acceptance and support of individual clients coming out of the correctional institutions. If a reasonable level of community education, understanding, and acceptance is lacking, the job that has been given to corrections officials is made all the more difficult. Recidivism rates can be seen to reflect the amount of community support which a releasee encounters when he re-enters society.

The following quotation argues for a systemic way of viewing social problems:

> ...Once we focus our attention on the behavior of the individual, it becomes highly unlikely that we will be disposed to deal with the larger social context in which the behavior occurs.
>
> ...The life processes of an organism are controlled in many ways, both by the organization of its internal systems and by its interaction with environmental systems. This general systems view denies the simplistic "law and order" view that social conflicts are caused by deviant individuals who are unable or unwilling to "fit in".
>
> ...Persuading people to abandon the "law and order" concept of control is one of the more serious problems facing us in the conduct of our interpersonal and social affairs. If we seriously accept the more sophisticated and scientific concept of system control, we would then think not of the individual in isolation, but as part of the larger context in which he or she behaves.[2]

A logical extension of this argument is that responsibility for deviant behavior within the community should be viewed as a community responsibility. Corrections personnel cannot be expected to do an effective job of habilitation until the community recognizes its role and responsibility in this area and acts accordingly.

We are left with the dilemma that correctional philosophy and methodology have progressed far beyond the images of institutions and clients that are popularly held. A typical George Raft movie does not accurately depict today's corrections system, nor does it represent today's convict or ex-convict. Yet it is this lag in information and awareness which may be a cause of much discomfort (to both prisoner and polity), suspicion, mistrust, ill treatment, and, finally, of much recidivism.

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[2] Stephan L. Chorover, "Big Brother and Psychotechnology," Psychology Today, October, 1973.

One solution to this problem is to attempt to educate the community to a general level of awareness and acceptance which is at least consonant with what corrections systems are now doing in the community's behalf.

Any approach to community education must attempt development of a definitive concept of "the community." This task is not simple. In a pluralistic society such as ours, persons are continually being categorized into sub-groups of the society drawn along various lines, many of which are mutually exclusive of one another. They include: rural/urban, blue collar/white collar, black/white, poor/affluent, and liberal/conservative delineations. These groupings serve in many instances as frames of reference within which we define ourselves and our community. Within this pluralistic context, subsets of our society communicate with and are generally responsive to certain other subsets, in some instances to the exclusion of large segments of the community.

Corrections professionals tend to define the community as it pertains to their clients; hence, corrections officials are predominantly concerned with community opinion as it is represented by judges, district attorneys, and police officials. Correctional organizations must answer to these and other credentialed citizens, particularly elected public officials. There exists little structured on-going communication between corrections professionals and less easily identified segments of the community.

The ex-offenders' "community" is primarily defined by the contacts necessitated by the mechanics of everyday life. The community members that have greatest influence over their attempts to regain a "normal" life, those through whom they must gain access to housing, jobs, licensing, credit, insurance, and a restoration of civil rights, have particular impact on their view of the community. Successful reintegration into the community becomes problematic if a lack of understanding on the part of these access people prevents their return to normalcy.

As a large portion of our community appears to have little understanding of the goals or the methodology of modern corrections programs or the particular difficulties encountered by the clients of this system as they attempt to define non-criminal roles within the community, the development of a program of community education programs with an initial focus on the above mentioned subsets of the community appears to be a necessary course of action to pursue.

THE STUDY

For purposes of this study, five areas have been identified as providing initial focal points for a community education program. These areas may well present problems in the absence of adequate community education, and at the same time, appear to provide the best avenues through which a comprehensive community education program might be established. These areas are: corrections staff; corrections clients; the media; the schools; and community leaders.

Corrections staff members represent a segment of the community that must not be neglected if we are to succeed in our goals of habilitation and reintegration of releasees into the community. In particular, parole officials, in their capacity as liaison between client and community, can be utilized to achieve these goals. The parole officer is in an excellent position (provided his caseload is within reasonable limits) to act as a facilitator, as well as a buffer for the newly released client. His role as advocate for the ex-offender could be greatly expanded and defined to include much of the community relations work which is presently needed. Ideally, the parole officer could fulfill this advocate role in every area of difficulty arising from the ex-offender's reintegration into the community. In addition, the parole office could serve as a clearinghouse for employment, housing, social services, and community agencies, as well as for volunteer services utilizing community members in the habilitative effort. This expanded role assumes a level of understanding, both of current correctional philosophy, and of the economic, social and psychological transitions which all clients undergo in moving from institutional to community life. This means staff education efforts should be geared to attaining such a level of understanding and competence. At present, heavy caseloads and a lack of educated awareness can serve to thwart, rather than to encourage the habilitative effort.

A second area of focus is the ex-offender himself. Often ill-prepared for life in the community, either due to loss of social skills, or due to advances and changes in the society which have occurred during his incarceration, he lacks a capacity for coping that the rest of the population takes for granted. Expanded pre-release counseling programs within the institution and additional aid in the increasingly intricate mechanics of daily life that must be faced following release, would greatly enhance the releasee's chances for success, and would minimize the areas of difficulty now prevalently reported by clients. Beyond profiting from such programs as the institution could offer him, the client has a further responsibility to act as a public relations committee of one. Positive relationships and open communication with the community will not only enhance his own experience on the outside, and pave the way for an easier adjustment for those that follow him, but may also serve to dispel certain myths, often ill-defined, that exist regarding the nature of prison and the persons whose lives have been subject to confinement.

Encouraged by corrections staff and community members alike, the client can be a valuable educational and resource person. His value extends not only to the community at large, but also to his ex-offender peers. Once he is given the skills to bring about positive results, his enhanced self-esteem and his feeling of accomplishment will tend to perpetuate the process of further reintegration.

The communications media provide a third area of focus. It is this area that can most quickly serve to reeducate the community as a whole in regard to corrections programs, clients, and goals. Given some redefinition of purpose by several aspects of the media, a more balanced view of our corrections system and of its clients can be achieved. Coverage of escapes or of difficulties inside the institutions should be consonant with coverage of positive programs and "success stories" of the system. At some point in the process of social reintegration, ex-offenders should be allowed to shed their negative labels, and should be allowed to don new, positive labels for their more recent efforts. The media are the channels through which this may be accomplished, not only for individual clients, but for ex-offenders as a class. Our labeling mechanisms should work to confer respectability, as well as notoriety.

A fourth area of focus is the system of public education. The schools are an important part of the entire complex of public information media. In fact it can be argued that for youth between the ages of 6 and 18, the school is the most influential medium for socialization, surpassing even the effects and influence of family and church. At the very least, the school serves as a forum for the exchange and acquisition of new ideas.

Emerging trends in corrections philosophy should not have to await airing until some emergency or crisis situation forces the issue, such as often happens in the case of prison riots or convict escapes. Newly implemented programs and ideas in corrections should be a matter of public domain, and the schools seem to be a logical place to make them public.

Because we as a nation tend to delegate the operation and management of our corrections systems to selected "experts," we are in danger of remaining essentially ignorant of the manner in which we have chosen to provide for "corrective" action within our criminal justice system. This is why a movement toward community education is under study.

Precedents for attempts at curriculum innovation in the schools are many. One example is the MACOS, Man, a Course of Study curriculum, an anthropology/social science package, now offered in the Eugene public school system, complete with teacher training workshops, which reflects a type of education approach that might prove to be effective, used as a criminal justice system package. Some states, West Virginia being one example, have even begun to implement Criminal Justice Curriculum Modules at the high school level.

It is significant that in utilizing the school as a means of educating youth for social awareness, we would also be educating teachers and parents. This may, in fact, be one of the most effective means of attempting to enlighten the community about the criminal justice system and how it operates.

Finally, the fifth identified area of focus is the community leaders themselves. These are the people who are not only the opinion leaders in the local community, but who are also in positions to change policy where it impedes the reintegration of correctional clients into the community. These people can be reached in groups by categories of employment, or on an individual basis. They can also be contacted and educated through the many service organizations and churches which proliferate in any community. Political leaders are a logical target group, as are less formal leaders. There is a positive message with which to reach this audience. That message is that successful reintegration into the community of ex-offenders is in the community's own best interest. This is true on many levels: economic, social and moral. An enlightened community leadership can be an ideal opening wedge by which to ultimately reach the entire population.

In summary, it is clear that our past practice of separating the "problem" from the community has failed. The community has not been responsive to its own needs. It is a matter of statistical verity that 98% of our incarcerated population will return to the community. Presently, up to 70% of these people are unsuccessful in their reintegration attempts, and return to our prisons. If we are to intervene in this cyclical process, the community must redefine its responsibility and rechannel its efforts. To achieve this participation, community education is essential.

What are some of the goals or objectives of a community education project? Given a listening ear, and hopefully an open mind, what do we want to tell the public? Do we want to effect attitude changes? Do we want to encourage people to identify and dispel the myths of their own society? Do we want them to comprehend the implications of labeling or stigmatizing processes? Do we want them to examine the social structure and see it as a system of interrelated variables which impinge upon the lives of many to limit life options? Do we want them to question the cultural imperatives that work alike on one person to keep him on the assembly line or in the saw mill, and on another person to bring him to commit burglaries or armed robberies? And, finally, do we want members of the community to accept responsibility for social problems that have their origins within that very community? An educational program that answers in the affirmative to all these questions would be a sophisticated one indeed, and one which would require an equally sophisticated populace.

A major difficulty in addressing many problems is - beginning. The place to begin is at the level of understanding which most citizens have attained. The tools are available: the media, the expertise, the funding. The energetic participation of the citizenry need only be organized and directed. If the "new era" that corrections advertises is indeed upon us, we are already late in beginning to address the problem of an ill-informed public. A continued lack of understanding on the part of the community can only perpetuate the problems we are trying to solve.

REVIEW OF RESEARCH

Because community education in corrections represents largely unbroken ground, this study presented difficulties in identifying a research methodology which would yield the information sought. After some preliminary inquiries, a multi-dimensional approach was adopted. Elements of the research strategy included the following areas: a survey of current literature in the field, contact with State Corrections Divisions throughout the country, review of LEAA activities and studies, interviews with corrections officials and with successful parolees, and finally, a search for international or cross-cultural sources of data.

The library search was conducted mainly in the Social Science library at the University of Oregon, and at the specialized library of the Law Enforcement Council in Salem. A focus on journal articles was maintained, in anticipation of a need for data currency, due to the newness of the idea of community education in corrections. A number of relevant articles were found, indicating a widespread interest in the relationship between the community and the ex-offender.

The second major avenue of inquiry was a survey of 49 other states, their planning agencies, and their corrections divisions. These agencies were asked what efforts in community education had taken place in their respective states. An open-ended request was made for any and all information that was felt to be relevant to the purpose of this study.

The LEAA was utilized as a research source, not only through its abstract service (a listing of all articles and studies done under the aegis of the LEAA), but also by contact with each of their regional offices throughout the nation.

In addition, interviews were conducted with selected Corrections personnel. In particular, we sought to interview those persons that were felt to be knowledgeable in the area of community relations and offender/community interaction. The interviewees included the following:

Mr. Michael McGee, Educational Release House Manager and former Work Release House Manager

Mr. Steve Perry, Counselor at Educational Release Center

Mr. Paul Bailey, Head of Corrections for Lane County

Mr. Don Moore, Parole Board Regional Manager

Mr. George Wilson, Area Supervisor for Transitional Services

Also interviewed were several persons who had successfully undergone the release house and/or parole process. Much valuable information was gleaned from these two major interview sources.

In an attempt to assess the status of community education for corrections internationally, contact was made with the John Howard Society of Canada, and the Advisory Committee of Experts on the Prevention of Crime and the Treatment of Offenders at the United Nations.

Our final avenue of inquiry involved contacts with the Mental Health Division in order to assess any effort toward community awareness that had been made in that field, and to determine whether their experience and programs could be applicable to the corrections area. This led to a series of meetings with Mr. John Williams, whose organization (an advertising and public relations firm based in Portland) had been responsible for the Mental Health Division's Alcoholism and Drug Abuse Community Education Program. He was able to furnish us with a proposed program design, a staffing recommendation, and cost estimates for the kind of community education program we are recommending.

Response from the State Divisions of Corrections was about 58 percent. Nine states reported that they did not have any community education program; eight states reported existing or anticipated public information programs. Typical of the latter group was the state of Texas. The activities of that Corrections Division are as follows:

Publish Annual report and inmate Rules and Regulations
Publish house organ, NEWSLETTER
Supervise publication of inmate newspaper, ECHO
Publish special project materials
Conduct public tours weekly
Coordinate media site programs, internally and externally
Release public information bulletins
Coordinate seminars and group meetings, as requested
Operate film lending library
Fill public speaker requests, as received
Respond to external general information requests
Perform special project photography
Respond to or route internal information requests
Produce Texas Prison Rodeo annually

Oregon's public information program is among the most comprehensive of those that were reported to us.

Only ten states reported community education projects, either in operation or in the planning stages. Often, it was a private agency that was responsible, such as The League of Women Voters in Illinois, or Correctional Service of Minnesota, or the Thresholds program being operated in West Virginia. The Index of Programs to follow contains a brief description of each one of these programs.

It is probably the case that some Corrections Divisions which merely reported "no community education programs" did have what we have labeled "Public Information Systems", but did not mention them. It is also probably true that most of the states reporting community education programs also had public information programs as well. Sometimes the two types of programs were reported simultaneously. Our division of the two aspects of public/community education is an arbitrary one, and not all corrections personnel would see the two aspects as distinct.

The regional offices of the LEAA were helpful in their responses to our requests for information. Responses from the state planning agencies were less fruitful. Often it was obvious that these agencies had no knowledge of corrections divisions' efforts at community education. In some cases, the corrections divisions reported "no program" when, in fact, there were efforts underway through some other agency (usually a private one).

The assessment of programs outside the United States was not very fruitful, due to a lack of response from the appropriate committee of the United Nations.

Our interviews were the basis for much of the introductory material, and for our formulation of the problem.

As a result of the many contacts reported above, we have compiled a mailing list of interested individuals, agencies and corrections organizations. An attempt will be made to contact all these parties, to send them a copy of the final report, and to set up a channel, or "clearinghouse" through which the various states can exchange information and innovative ideas. Based on responses to this study, it is obvious that such a clearinghouse service is badly needed, and would contribute greatly to a sharing of correctional and educational efforts. This service could be a specific activity of the staff of a community education project in Oregon, should such a project be developed.

Some Selected Community Education Programs

The following pages contain some selected abstracts of community education and related programs in the United States, as reported in response to our inquiries. The aspects of programs reported here are not, in all cases, the total program of each state; rather what is contained here includes some innovative aspects of those community education activities.

Connecticut has implemented the PPREP program (Private/Public Resources Expansion Project) which is geared to developing community-based services for offenders and ex-offenders, including halfway houses. The goal is "a sharing of the corrections responsibility between public and private agencies. A basic complement to the successful implementation of such cooperation is a restructuring of public attitudes concerning the ex-offender and his potential for rehabilitation as a productive member of the community." By means of a subcontracting system with existing community service agencies, there has resulted the development of programs specifically tailored to varying existing conditions indigenous to different regions of the state. The Corrections Department is cooperating with this effort with a statewide information/education campaign.

To date, a total of 27 statewide and regional PPREP programs have been initiated. Of these, 23 are in operation and four are completed. Some are oriented toward inmate and ex-offender service, while others focus on public education. Among the most imaginative is a Traveling Diagnostic Center, which provides pre-release diagnosis of the offender's needs, and then links him with appropriate social service agencies, providing employment and job training, housing, public financial assistance, medical, drug and alcohol treatment and family group or individual counseling.

Georgia is implementing some innovative volunteer programs:

Department of Offender Rehabilitation services including medical and legal advice, recreational programs, musical instruction and personal development counseling. Includes VISTA workers.

Pre-release orientation programs. (VISTA volunteers)

Assistance to local staff in community-based units. (VISTA)

Junior College Volunteer Program. Students and faculty members serve as volunteers in one-to-one counseling, group counseling and pre-sentence investigations.

Young Lawyers Parole Aide Program, sponsored by the A.B.A.

Offenders sentenced under the new Youthful Offender Act are being assigned volunteers upon their release from prison.

Institutional Volunteers working inside the institutions in one-to-one counseling and group programs.

Additionally, a Family Services program is anticipated, to include the following aspects:

Family and Individual Counseling
Home Management
Consumer Education
Health Maintenance Information
Transportation to Community Resources
Transportation to Institutions
Referral to Community Resources
Family Orientation Program
Community Orientation Program
Family Case Studies

Kentucky's program has several aspects which focus on community education. They are:

> A modular exhibit for use at fairs and expositions, with corrections employees and literature available to the public.
>
> The Kentucky Inter Prison Press, written by inmates, but also circulated through "a large public mailing list."
>
> A 60-minute documentary dealing with Kentucky Corrections for use on television in its entirety, or for use in 20-minute segments in conjunction with speaking engagements.
>
> Volunteers in Corrections - a citizen involvement program for recruitment and placement of community members in the system. This program is run by the "Division of Community Service" of the Bureau of Corrections.
>
> The Clearinghouse for Ex-Offenders - a job search service and an employer recruitment effort run by the Bureau of Corrections.

Minnesota is served by a private United Fund organization called Correctional Service of Minnesota. In this agency's own words, its history and goals are as follows:

> Correctional Service of Minnesota is a non-profit, statewide agency organized in 1957. It began with the purpose of assisting parolees with employment, legal problems and general counseling. The agency is supported by United Funds and Community Chests, foundation grants and gifts from interested individuals.
>
> Several years ago, the Board of Directors determined that something was needed to promote understanding of the criminal justice system and to stimulate support for needed reforms. As a result, a committee of the Board was formed. Its purposes were study and action.
>
> In 1969, the Citizens Council was integrated into Correctional Service's operation. Thus the purposes of the present agency are:

> To further the improvement of law enforcement, courts, corrections, and related programs of crime prevention.
>
> To test the effectiveness of promising new approaches to the rehabilitation of the offender and of innovative techniques throughout the criminal justice and prevention systems.
>
> To provide direct service of a rehabilitative nature in areas of unmet need.
>
> To promote basic scientific research and publication in the various fields of criminology.
>
> To educate the public in respect to the problem of crime and delinquency and relative to the criminal justice system.

The Service offers a vast assortment of films, books, filmstrips, tapes, and booklets for use by schools and organizations in the state.

North Carolina is in the process of expanding its own public education systems. The efforts include:

> A speakers bureau; prepared slide presentations and related written material for distribution; a training program for teachers in the state which will teach them how to teach children about our system; a training program for selected agency personnel which will prepare them for working with local groups, etc.; several twenty-five minute films explaining various operations of the department; a mobile van which will travel across the state to assist teachers, personnel within our system, etc.; and, several workshops, seminars, etc. that will include participation from interest groups as well as from people in our system and related fields.

Vermont, in addition to a comprehensive public information program, has put into practice the American Bar Association's Parole Aide Program. As their response to our survey indicated:

> This highly successful program has involved young lawyers in numerous other states with parolees in a one-to-one relationship.
>
> Funds for training and support are provided through the American Bar Association, with supervision and administration being handled in cooperation with the Young Lawyer's Branch and the Department of Corrections.
>
> Because of Vermont's commitment to keep institutional programs as close to the community as possible, the Volunteer Parole Aides will be assigned as sponsors according to home area as soon as the classification process is completed. It is hoped that this will make the young lawyer a part of his client's program throughout the client's institutionalization. This should allow a good relationship to develop in a structured setting which can be carried out into the community when the client makes parole.

Washington State was the setting for a community education effort (called The Second Mile) which was undertaken in 1972-3 by the Puget Sound Coalition, and funded by the LEAA, the purpose of which was "to increase citizen awareness of, and participation in, the operation and improvement of the criminal justice system." A total of 5,000 people participated in 270 adult study groups, and 80 student groups. The structure of the program took the following form:

Media - Six 30-minute television specials
Six background publications

Discussion - Six weekly meetings of citizen and student groups

Action - Weekly "task assignments" during the series. Continuing participation in the criminal justice system.

West Virginia employs the private services of Correctional Solutions, Inc., via their Thresholds Program. The program is, in brief, described in the organization's brochure:

A therapeutic counseling method;

A short-term treatment program for delivery by trained volunteers in corrections;

A way to understand/catalyze change in criminal behavior;

A way for a group of local citizens to become a concerned, caring community;

A way to transform our criminal justice system.

More information has been requested in regard to this program.

In addition, West Virginia offers "Public School Criminal Justice Curricula (as part of the 10th grade social studies curriculum)".

West Virginia also employs the Volunteers in Corrections program. Governor Moore says of the project: "Volunteers in Correction provide a progressive and positive means through which offenders and parolees can have a better than average chance of rehabilitation and responsibility because of citizen involvement in their well-being." The brochure goes on to list the following functions of such volunteers:

Work on a one-to-one basis with clients.

Coordinate community services for the clients and their families.

Tutor in academic, vocational and social skills.

Supplement existing correction efforts.

Help recruit, train, advise and supervise other volunteers.

Help establish Halfway Houses for parolees. (Many offenders cannot be paroled because they have no place to go and no one to go to).

Work with clients inside the institution.

> Bridge the gap of misunderstanding between offenders and the community.
>
> Receive orientation before beginning their relationship with their client. An on-going in-service training is available.

Great Britain offers an example of an innovative approach to community-based corrections which combines with an element of community education and attitude change. It is a "community service scheme which allows offenders to carry out community tasks in lieu of incarceration. Such a decision is based on an offender's suitability, his willingness to work in the community, and the availability of work. Initially, most of the tasks have been largely maintenance in nature; it is hoped that the project will soon come to encompass more imaginative work, "especially that involving personal face-to-face service to persons in need." Spokesmen for the system list the following advantages:

> Community service by offenders has to be seen as an alternative to a custodial sentence in those cases where the public interest is not an overriding consideration demanding that the offender should be imprisoned; it allows the offender to continue to live in the community with his wife and family supporting them by his normal work; it demonstrates to the offender that society is involved in his delinquency and that he has incurred a debt which can be repaid, in some measure, by work or service in the community; it attempts to show society that an offender, properly supervised, can contribute to the public good.[3]

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[3] W.H. Pearce, "Community-Based Treatment of Offenders in England and Wales," Federal Probation, 38:1, March, 1974, p. 47.

PROGRAM RECOMMENDATIONS - COMMUNITY EDUCATION

In the final analysis, each community must live with and assume responsibility for its "problems" as well as its "success", regardless of how these terms may be defined.

It is proposed here that a small "task force" be formed to stimulate, educate, guide, and aid several Oregon communities to help them gain new insights and skills to alter their perceptions of the ex-offender.

It is postulated that if community members can see the reintegration of the offender as a process for which they must accept some responsibility, there will be a decrease in the number of ex-offenders who encounter problems and end up back inside corrections institutions. Also, the ex-offender will need to acquire a different way of viewing the community. He or she will need to see the community not as an entity, but as a process. The ex-offenders will need additional post-release orientation beyond that which is now available to them through the corrections system.

A community education project should have as its principal goal the elimination of popular mythology concerning ex-offenders in the community. This entails the development of new perspectives on the part of community members. Difficulties in readjustment and resocialization often are seen as having their origins within the individual. However, it appears more accurate to define the problems of rehabilitation as those growing out of a process which encompasses the ex-offender and the community of which he or she is a part. Accordingly, an educational effort should focus its primary thrust in two directions: (1) preparation of the returning offender in community survival techniques; and (2) preparation of specialized "target groups" within the community for acceptance and support of offenders. These latter target groups should include: banks, licensing agencies, employment offices, police and parole professionals, local governments, credit establishments, insurance companies, landlords, employers, and unions. Other "target groups" would include service clubs, church groups, schools, the media, attorneys, and eventually, the community at large. One of the principal means of involving these varied segments of the populace in on-going community education programs is through the development of a cohesive volunteer program. Such efforts must proceed incrementally, with careful attitude assessment measures at strategic points in the program development. Likewise, geographic inclusion must be implemented on a gradual basis.

The following community education design is one which encompasses the above considerations. At every point, latitude is allowed for expansion or alteration of the effort as the progress of the work dictates.

> WE RECOMMEND: *The development of a three-year implementation program of community education to be seen as the preliminary step in the development of an on-going community education program within the criminal justice field; this implementation program to be of a nature and scope as outlined below.*

First Year

Communities to be served: Eugene, Salem and Union County. These three areas are small enough to manage and their geographical "spread" is such that a minimal staff could adequately supervise the efforts in an effective way. In addition, these areas provide a good comparison between rural and urban settings and their possible differential treatment.

Also, these communities have just been granted funds for the development of mental health projects in the area of "primary" prevention, which will, by their nature, be supportive of community corrections education efforts.

Following is a brief list of anticipated project activities broken down into two six-month periods:

First six months:

Hire staff, make contracts

Plan community effort

Identify community resources

Make community contacts

Initiate pre-program attitude survey

Collect data

Contact media

Initiate pre-release attitude survey on inmates

Begin pre-release orientation of inmates

Second six months:

Start community development (discussion groups, volunteer recruitment, literature distribution, media involvement)

Provide contact for new releasees

Continue pre-release program inside

At one year: mid-program testing (community and ex-offenders)

Second Year

Existing community programs would be continued, with the Tri-County area added. A similar time-line would be followed for the new addition.

It is anticipated that the first three community programs would be well enough underway as to require less staff time. Staff expertise could then be directed toward the Tri-County metropolitan area development. Attitude testing and pre-release orientation would continue in all communities.

Third Year

Program would be expanded to include the following areas: Coos Bay, Astoria/Seaside, Klamath Falls, and Roseburg. Same pattern as in the two preceding years would prevail, with allowance for alterations in the program, based on what is learned during the progress of this work.

Staff Needs

It is proposed that the staff for such an effort include the following members:

Coordinator - Duties would include overall coordination of the program, and entail active recruitment of community support.
Approximate salary - $16,500.

Assistant Coordinator - This position would supplement the effort of the coordinator, and would also require some expertise in the area of the media and public relations.
Approximate salary - $14,500.

Educational/Informational Specialist - This would be a contracted service for managing attitude studies, printing literature, and dissemination of information.
Approximate contract - $8,000.

Counselor for pre-release orientation inside the institutions, and for consultation with regard to post-release difficulties.
Approximate salary - $6,000 (half-time)

Secretary/Research Assistant - For clerical and research help; phone contacts, letters, data collection, etc. Approximate salary - $7,200.

Anticipated operational expenses include:

Travel	$1,100
Office and supplies	2,400
Printing	1,500
Postage	1,000
Data processing	1,200
Miscellaneous supplies	500
Telephone	60
Long Distance	200
Contingency	440

Three community surveys would be conducted - pre-, mid-, and post-program; and would require additional professional help in analysis. Estimated cost - $6,000.

The TOTAL budget for the first year would be approximately $65,000.

Particulars of a community education effort should include the initiation and support of the following types of activities:

Media

TV interviews
Talk-show conversations
Human interest stories on "successful" releasees
Press releases regarding successes

Volunteer Efforts

Foster families

Young lawyer advocacy

Tutorial aid

Utilize existing agencies and provide a directory

Facilitators (to help get driver's licenses, apply for credit, etc.)

Campus support groups

School speakers - question and answer sessions

Business Community Contacts

Discussion/Education session

Literature dissemination

Employment clearinghouse service

Housing clearinghouse service

Inside Orientation Program

"How to Survive in a Bureaucracy" course

Community information manual

Discussion groups (problem-centered, with counselor)

Individual counseling service (optional and voluntary)

Establish contacts in the community for each releasee

CONCLUDING THOUGHTS

If you treat an individual as he is, he will stay as he is, but if you treat him as if he were what he ought to be and should be, he will become what he ought to be and could be.

Goethe

The great law of culture is that each become all that he was created capable of being.

Thomas Carlyle

A SUMMARY

In attempting to address the problems that are embraced by the term "corrections education", three areas of inquiry were identified: client education; staff education; and community education. It was felt that education problems related to "corrective" activity in a technological society could not be viewed simply in terms of the delivery of education services to clients of the system, as has been the case in almost all research in the area of "corrections education" to date. Careful consideration must also be given to needs in the areas of staff and community education if habilitation efforts in the field of corrections are to have a reasonable chance for success. Further, we conclude that education problems in these three areas - client, staff, and community - have a certain degree of commonalty and are interrelated to the extent that adequate solutions in any one area will require attention in all three areas.

The central conclusion of this study may be stated as follows - that the principal causes and cures of criminal deviancy within our society lie within the community. It appears that causes of criminal deviancy may be best understood through examination of the structural impediments existent within our society that serve to limit the growth and development of individual members of our citizenry. Further, it appears that the identification of solutions to the problems of criminal activities within our society may well lie in the area of "societal restructurings" rather than with continued attempts at the modification of behavior of individuals that has marked corrections activity to this point in time.

The recommendations offered throughout this document include suggested modifications of existing programs as well as the development of new programs to provide for a higher quality of education for corrections staff and the community at large and improved education and training opportunities for corrections clientele. Principal among these recommendations are:

> *That the responsibility for the planning, development and operation of corrections education programs be vested with the State Board of Education under advisement of a State Corrections Education Commission to be established as a semi-autonomous Commission within the State Department of Education.*
>
> *The creation of a Criminal Justice Systems Education Consortium that would embrace and interrelate relevant offerings in postsecondary education institutions, including community colleges, and public and private four-year colleges and universities.*
>
> *The development of a three-year implementation program of community education to be seen as the preliminary step in the development of an on-going community education program within the criminal justice field.*

Implementation of these recommendations will place the responsibility for the delivery of education in the field of corrections for both clients and staff within the State's education systems, allowing for corrections education development to take place in coordination with, and as a part of, the State's total education programming. Implementation of the client education recommendations will require a reduction of Corrections Division resources and responsibilities with corresponding increases within the State Department of Education. Problems of staff education may be addressed through a definition of responsibilities within existing postsecondary institutions to provide for the coordination of delivery of existing resources. Activity in the area of community education will require a significant amount of new activity which should be closely coordinated with other community education efforts such as those now being undertaken in the area of mental health.

It is the conclusion of this study that implementation of these recommendations will move our State well along the road toward a more enlightened, humane manner of addressing problems related to the commission of unlawful acts by its citizens.